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REPORT

ON THE

ADMINISTRATION

OF THE

UNITED PROVINCES

1937-38

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NOTE.—Part I of the Report, the General Summary, describes in narrative form the events of the Calendar year 1938. Part II gives a detailed account of the working of each department of Government and is based upon departmental reports which cover the financial year 1937-38, the land revenue year 1936-37, the agricultural year 1937-38 or the calendar year 1937 according to the nature of the subjects which they review.

REPORT

OF THE

Administration of the United Provinces, 1937-38

PART I— GENERAL SUMMARY

Introductory Note

The introduction of Provincial Autonomy in 1937 and its working by the Congress for six months had demonstrated the fact that the Constitution Act of 1935, despite the criticism to which it had been subjected, offered great possibilities for the development of democratic institutions; the Ministry determined to extract the maximum advantage out of the Act in the minimum space of time, and this resulted in a remarkable intensification of the democratic experiment in almost every sphere of administration.

The Congress Ministry held office throughout the year except for the brief interregnum of 10 days, from February 15 to February 24, when it went out on the issue of the release of political prisoners. The Ministry resumed office on February 25. In its personnel there was only one change early in the year : the Hon'ble Pandit Pyare Lal Sharma, Minister for Education, resigned and was succeeded by the Hon'ble Mr. Sampurnanand.

The year was remarkable for the fact that it saw the beginnings of the growth of the cabinet system of Government in the province. In its general lines of development it closely followed the British system and received full guidance and support of the Governor : indeed the goodwill and the friendly understanding, which invariably inspired his relations with his Council, contributed in no small measure to the successful inauguration and the working of the democratic regime in the province.

As regards the part played by the services in the common task of administration, the following observation made by an ex-Governor, Sir Harry Haig, in the course of a recent review on the working of Provincial Autonomy is relevant :

> " The strain on the Services has been great, but they have met this strain with outstanding fortitude and skill, good temper and good sense, and the administrative machine remains intact."

Political Survey

The Congress Party

The assumption of office by the Congress had profoundly affected its position and politics in the country : as a party it had gained considerably in influence and prestige in the countryside and its membership was growing by hundreds and thousands. But with this expansion the organization tended to become unwieldy and a large undisciplined element came in, which often behaved in the districts in a manner which was not calculated to increase the respect for law and order or to promote communal peace and harmony. The Ministry took all possible action to control it through district authorities, District Congress Committees and the leading and responsible local leaders ; and its efforts were on the whole attended with a fair measure of success.

Rank and file

The Right Wing

Acceptance of office by the Congress had meant a sudden transition from an attitude of destructive criticism to one of constructive work, and it was remarkable how rapidly the Right Wing adjusted itself to the new situation ; its political idealism was tempered by an element of moderation, restraint and realism. But the Left Wing and its politics remained wholly unaffected by this change, and the gap between the Right and the Left became more pronounced : superficially united, they remained fundamentally divided.

The Left Wing

The Left Wing was never fully reconciled to the formula of office acceptance, and it was only in a temporizing spirit that it had agreed to co-operate with the Right Wing in

"wrecking" the Constitution. But the consistent and thorough-going manner in which the Ministry set about its work raised the worst apprehensions of the Leftist: he began to feel that the Government was not going far enough or quick enough in the direction of "beneficial legislation", and that it was reluctant to fulfil the pledges given by the Congress at the polls and slow to implement the mandates issued by the party. The sum and substance of this criticism was that the Ministry, far from "wrecking" the constitution, was actually settling down to work it in the spirit of a Liberal Government; and the more advanced among the Socialists saw in this policy of the Ministry a danger of the national demand for Independence being compromised. The Leftist, therefore, assumed the role of a gadfly in party politics, often critical of the Rightist's policy and sometimes sceptical of his intentions.

At the same time the Socialist Party was not unmindful of the necessity of strengthening its organization and popularizing its radical programme. Its workers mainly concentrated on the organization of peasants and generally depended for their tactics on presenting the zamindar and the tenant in a complete antithesis, on capitalizing the age-old poverty of the tenant and the so-called *zulum* of the zamindar, and on holding out to the former the bright prospect of peasant proprietorship through the intervention of the Socialist Party.

Presidential Election

The most important event in the politics of the Congress during the year under review was its Presidential election. Mr. Subhas Chandra Bose had already held this office for one year and now sought re-election on the issue of Federation. His opponent was Dr. Pattabhi Sitaramayya who had the blessing of M. Gandhi and the full support of the Congress High Command in his candidature. Mr. Bose had long suspected the Congress High Command of carrying on negotiations with the British Government behind the back of the Congress for reaching a settlement on the issue of Federation, and Dr. Pattabhi Sitaramayya was well known for his close connexion

with the Congress High Command. Therefore Mr. Bose placed this issue before the country, that, if the country was in favour of the Federation being accepted after nominal tinkering, it might elect Dr. Pattabhi Sitaramayya; but if the country was for the out-right rejection of the Federation, he (Mr. Bose) should be re-elected for another term. Mr. Bose eventually won with an overwhelming majority. The Presidential election degenerated in its last stages into a bitter personal campaign between Mr. Bose and the Congress High Command; this was eventually destined to pave the way for the emergence of the Forward Bloc.

Communist Party

When the Communist Party of India became active in the growing tension of international politics, the pressure of communism in the province also began to be felt more strongly. This intensification in communist activities was also largely helped by the premature release of a number of political prisoners convicted of violent crimes or subversive activities, and by the influx into this province of a number of revolutionaries from other provinces. The policy of the Communist Party was mainly directed to subvert the existing Government and social order by exploiting the organized political parties of the country and using them as a cover for their activities. In this policy of " infiltration " they attained considerable success, and their influence was particularly noticeable in peasant movements, labour unions, youth leagues and student federations.

The Muslim League

In fighting Provincial elections the Congress and the Muslim League whose political programmes had much in common had not, broadly speaking, opposed each other; and it was widely believed that they would join hands in the Legislature and form a Coalition Government. The desire for a mutual alliance was probably largely induced by the uncertainty on either side about its precise numerical strength in the Legislature. But the expected rapprochement between them did not materialize and the Muslim leaders came to believe that what the Congress leaders really wanted was, not the association of the two organizations on a footing of equality, but the liquidation of the

League and its complete merger with the Congress. Then came the Muslim mass contact movement adding a fresh irritant; and the Muslim League was convinced more than ever before that the Congress policy was directed to oust it from the leadership of the Muslim community. The Muslim masses, as shown by the Assembly bye-elections, clung ever more firmly to the League, which united nearly all important Muslim elements under its banner, and emerged with renewed strength and cohesion as the second most powerful party in the province.

Muslim politics were during this period dominated by a fear of isolation and a feeling of frustration, which eventually worked for a renewed interest in the schemes of Pakistan and Pan-Islamism.

Communal Situation

The rupture between the Congress and the Muslim League resulted in accentuating communal tension between the Hindus and Muslims, and created serious difficulties in the maintenance of law and order. No period in the recent political history of the country has been so completely free from a desire on the part of the two communities to show forbearance and toleration to each other as the year under review. Every major communal festival became a signal for widespread communal rioting, resulting in considerable loss of property and life. An added difficulty in the year 1938 was the synchronization of *Holi* and *Muharram*. Minor riots occurred in several places which were quickly brought under control; but in Allahabad and Benares they continued for several days and Government had to resort to extraordinary measures to cope with them. Additional police had to be drafted from neighbouring districts, special police had to be enrolled locally, the military had to be called in, and curfews of sixteen and even twenty-two hours were occasionally imposed.

The *Madhe-Sahaba* dispute between the Sunnis and the Shias of Lucknow remained unsolved. Repeated efforts were

made by the Government to induce the parties to reach a settlement among themselves ; but a large section of the Sunnis under the leadership of Ahrars continued to demand the right of public recitation of the praise of the four Caliphs. The Government published the Allsop Committee Report, which had advised the maintenance of the *status quo* and had by implication suggested that the proposed innovation of *Madhe-Sahaba* should not be permitted. The Government, however, took the view that the Sunnis were as a matter of legal right entitled to recite *Madhe-Sahaba* and issued a communique on November 11 announcing that they " were intending to allow Sunnis public recitation of *Madhe-Sahaba.*" The Sunni agitation subsided, but Shia agitation arose. As the Sunni agitation was up to this stage mostly controlled by Ahrars and other Muslim leaders of the Congress persuasion, the hostile press began to insinuate that the Government was, in permitting the public recitation of *Madhe-Sahaba,* embarking on a policy of " divide and rule " in regard to the Muslim community.

The Press and Public Opinion

The expansion of civil liberties was an important plank in the Congress programme and the Press was given the fullest liberty of expression. The Congress set up an English daily, the *National Herald,* at Lucknow so that there were during the period under review three English dailies in the province including the *Pioneer,* a paper owned by zamindars and capitalists, and the *Leader,* the organ of the Liberal Party. The English press maintained on the whole a fair standard of criticism. The *Leader* and the *Pioneer,* while giving the Government due credit for its " beneficial measures ", were often critical of its so-called party bias. But a more familiar line of criticism taken by the non-Congress press was that the Congress High Command, lording it over the Provincial Government in the Fascist spirit, was making democracy a nullity. The *National Herald* generally acted as a Government organ explaining and vindicating the position of the Government.

The Vernacular Press observed little restraint : the liberty of the Press was mistaken for unrestricted licence and definite instances were not lacking, in which both the Hindi and the Urdu Press indulged in vituperation or intemperate writing. Both Hindi and Urdu papers, which were frankly communal, flourished ; and the Government were eventually obliged to take action against the principal offenders among them.

International events received a full measure of attention, both in the English and the Vernacular Press. The annexation of Austria and the dismemberment of Czechoslovakia by Hitler caused widespread resentment, which was fully reflected in the press. The Munich Agreement was interpreted as securing peace at the cost of national honour ; and the Chamberlain Government was severely criticized by the nationalist press for its weak-kneed policy towards Hitler, which in its reasoning was partly responsible for the growing aggrandizement of Nazism. The protracted upheaval in Spain aroused universal sympathy for the Republican Government : Germany and Italy were unreservedly denounced for helping General Franco, and even Britain and France were criticized in some quarters for denying, by their policy of non-intervention, the supply of arms and ammunitions to a lawfully constituted Government. The long-drawn out war in the Far East continued to evoke the admiration of the whole press for China's gallant resistance. The Congress proposed to organize a general boycott of Japanese goods, but the proposal did not materialize. A medical unit was organized and despatched to China ; and economic help was also sent to the victims of aggression both in China and Spain.

The affairs of Palestine continued to arouse widespread interest in the Muslim Press ; anti-Jewish feeling grew in extent and intensity and the Urdu Press generally criticized the British Government for not conceding the demands of Arab nationalists. The Report of the Woodhead Commission, proposing a plan of partition of Palestine, gave rise to strong resentment, which was later to some extent allayed by the

decision of the Government to convene a Round Table Conference to promote an amicable solution of the dispute. The Muslim League sent a deputation to England to plead the cause of the Arab nationalists.

LABOUR SITUATION

In the Labour Unions extreme elements had for some time past been getting the upper hand and there were strikes in the Lucknow Paper Mills, in a foundry shop at Benares, at the Government Textile Institute and among the butchers, scavengers, tailors and *tongawallas* in some big cities. But the textile workers of Cawnpore were actually the spear-head of the labour movement in the province. The Labour Inquiry Committee set up in 1937 submitted its report, in which it reviewed the conditions of labour in cotton and woollen industries and made a series of important recommendations for the improvement of labour conditions. The report was welcomed by the Labour Unions, but was strongly criticized and rejected by the Employers' Association. This attitude of the Employers' Association roused great resentment, and the Mazdur Sabha organized a general strike of textile workers. The strike ultimately involved nearly 42,000 workers affecting 16 mills, and continued for 50 days; the strikers succeeded in winning the sympathies of the Congress as well as the Muslim League. The Government then published their resolution on the report of the Labour Inquiry Committee, and made certain recommendations which eventually became the basis of a settlement between the parties. The chief result of this settlement was an increase in wages. Another step taken by the Government was to appoint a Labour Commissioner for the settlement of labour disputes. His decisions generally related to such questions as dismissals, increments of pay, the granting of leave and provident fund, assaults and personal complaints and multiple shifts. The object of initiating this procedure for conciliation was to enable the parties concerned to develop healthy conventions of amicable settlement.

Government also set up five Labour Welfare Centres in Cawnpore, and partly financed one in Lucknow, under a scheme involving an expenditure of about Rs.20,000.

The dispute in Cawnpore was temporarily settled; but labour conditions generally continued to cause anxiety to Government on account of increasing Left-Wing pressure in the movement and interference by a number of more or less avowed revolutionaries, who had during this period migrated into Cawnpore.

Agrarian Problems

The Congress was committed, by its election manifesto, to a long programme of agrarian reform including reduction in rents, conferment of hereditary rights, the scaling down of debts, the abolition of *begar* and the like; and the Ministry brought forward in the year under review a mass of legislation in fulfilment of their election pledges. The most important, as also the most contentious, of the Government Bills was the United Provinces Tenancy Bill, which was stoutly resisted by the landlords. Its most objectionable features, in their view, were the provisions laying down a complicated procedure for ejectment, abolishing distraint proceedings for realization of rents, curtailing *sir* rights, and allowing tenants to plant trees and erect houses on their holdings. There were at certain stages of the Bill protracted negotiations for settlement and once even the good offices of the Congress High Command were invoked; but no settlement could be reached, and the Bill after nominal modifications was passed by the Legislative Assembly. It was pending before the Council at the end of the year.

While the landlords were denouncing the Bill, the Socialists were also expressing, for different reasons, their dissatisfaction with it. They found in it only a half measure which was not likely to do justice to tenants; it was not radical enough from their point of view, and their efforts were throughout

directed to belittling its value as a measure of agrarian reform. In combination with the Kisan Sabha, they practically demanded the expropriation of the landed classes.

The zamindars made a belated effort to organize themselves into a Federation ; they held conferences, made speeches and passed resolutions, but their Federation suffered from its inception from internal dissensions and lack of a united policy.

These developments could not but exacerbate the agrarian situation : the relations between zamindars and tenants were strained as never before ; their differences often became acute, leading to violence and incendiarism. Encouraged and supported by extremists, tenants began to withhold rents, but the Ministry took timely action and warned them that if they did not pay rents, they could not hope to receive the benefits of the impending tenancy legislation. The position eventually improved and rents were generally paid.

The Ministry also brought up a number of other legislative measures, connected with the consolidation of holdings, regulation of agricultural credit, redemption of debt and control of money lenders, which were at the end of the year either under the consideration of Government or pending before the Legislature.

The Muslim League as a party was not opposed to this " beneficial " legislation, and generally co-operated with the Government in its enactment.

Agricultural Conditions

The monsoon did not establish itself fully before the beginning of the second week of June, when there was widespread rainfall throughout the province ; in July it continued to be strong and active, and gave general and heavy rain. During August the rainfall was unevenly distributed ; it was below the normal in the western and far above the normal in the eastern parts of the province. The result was the occurrence of unprecedented floods in some of the eastern districts, affecting a total area of 4,767 square miles. Prompt and

adequate relief measures were taken ; large remissions in rent and revenue were granted ; *taqavi* was distributed on a liberal scale ; test works were opened ; gratuitious relief was given ; and Government forests were opened to free grazing. As a result of the measures adopted there was little loss of human and animal life, but the *kharif* crop in the affected areas was almost totally destroyed.

Prices of principal food grains fell during 1938 and wheat in particular fell heavily between January and May. Except for the relative prosperity of the sugarcane grower, the cultivator, generally speaking, again suffered a lean year.

Agricultural Development

Agriculture continued to receive the constant and careful attention of the Government and a scheme of all-round development financed by liberal funds was launched. Considerable progress was made with the construction of irrigation wells ; the total number bored up to December, 1938 far exceeded the annual quota fixed under the scheme. The percentage of successful boring achieved was also high. The campaign of driving out the *desi* seed and substituting it by improved varieties was pushed on vigorously : about 24 lakhs of maunds of improved seeds were distributed during the year either in *taqavi*, *sawai*, or in exchange. At the end of the year there were 379 seed stores working in full swing with an adequate staff of supervisors and *kamdars* ; these stores were not only the instruments of seed multiplication but also useful centres of practical demonstration in improved agriculture. The supervisors and their assistants stationed at these stores are definitely required to instruct the cultivators in the use of improved implements, the adoption of suitable crop rotation, the cultivation of leguminous crops and the preparation of compost by the use of plant refuse. They are further required to give practical demonstrations on cultivators' own fields and it is estimated that over 33,000 demonstrations were conducted in villages in the *rabi* season of 1938. A sum of

Rs.1,59,000 was sanctioned for the purchase of cows and bulls of good breed for supply to stock-owners. The number of pure breed bulls issued or indented for issue was about 1,200. With a view to ensuring the systematic working of this scheme, Government approved of the appointment of 250 stockmen, one for every group of four rural development centres.

Trade and Industry

Trade conditions which had fitfully improved for part of the previous year began to show signs of deterioration in 1938 : the setback was largely due to the complete stoppage of the textile industry in Cawnpore for the best part of two months and the generally unsettled state of labour in the province.

Government policy was directed on the one hand to stabilize the conditions of large-scale industries in the province and on the other to foster cottage industries in the villages. The sugar industry was betraying symptoms of unregulated growth and Government continued their efforts to establish a better adjustment between the factory owner and the cane grower by a policy of progressive rationalization of production and marketing. The total capital invested in the sugar industry reached the figure of Rs.32 crores, involving 76 mills and 104,000 persons. Oil crushing received considerable encouragement from Government : there were 32 big and 90 small mills, producing 19 lakhs of maunds of vegetable oil ; and the province accounted for 46 per cent. of mustard seed, 23 per cent. of *sesamum* and about 35 per cent. of linseed produced in India. The glass industry did not make much headway on account of foreign competition.

Government launched an elaborate scheme costing about Rs.20 lakhs for the development of cottage industries. Two polytechnic institutions were opened for the training of instructors in rural industries. A central apiary was established at Jeolikote in order to encourage bee-keeping. Special attention was paid to the *gur* industry, and the *gur* development scheme initiated in 1937 made considerable progress ; it was in

operation during the year under review in 4,500 villages of the 46 cane-growing districts. Better crushers and furnaces were introduced and more effective clarifying agents popularized. Handloom industries were helped by the grant of subsidies as well as by Government purchases of *khadi*.

A sum of Rs. one lakh was set apart to give financial assistance to the educated unemployed for starting new cottage industries. Fifty-three grants were sanctioned for the manufacture of safety razors, lozenges and toffees, spectacle frames, and horn buttons ; the Board of Industries also made substantial grants from its allotment to promote manufacture of clocks, liquid gold, electric bulbs and various other commodities which could be manufactured on a small scale by voluntary endeavour with reasonable assistance from Government. The United Provinces Industrial Financing Corporation was registered for the financing of these and other small industries ; but unfortunately the results achieved were far from encouraging.

Provincial Finance

The budget for 1938-39 provided for an estimated revenue of Rs.13,01,70,000, and an estimated expenditure of Rs. 13,16,78,000, involving an estimated deficit of about Rs.15 lakhs.

In order to implement their elaborate programme of development and to make up for the substantial reduction in the provincial revenues caused by Prohibition it was necessary for Government to tap new sources of income. A new tax in the shape of sugarcane cess was imposed. Simultaneously a drive for economy was launched and the Finance Committee of the Government appointed an Economy Committee to suggest ways of curtailing expenditure ; but the Committee had not reported by the end of the year. Government, however, decided to consider a further reduction in the scales of pay of all services under their control and issued a warning to that effect for new entrants. By the end of the year revised scales of pay had been drawn up for all Gazetted services

and considerable progress made with the revision of scales for the non-gazetted. Some savings were also effected under the head " Travelling Allowances " by revising the classification of members of services for that purpose. The Chief Inspector of Offices was also asked to explore the possibilities of economy in contingent expenditure.

Government's estimate for capital expenditure in 1938-39 amounted to Rs.43 lakhs ; out of this provision a sum of Rs.18 lakhs was earmarked for the completion of the western grid and tube-well schemes, an equal amount for expenditure on the development of roads, a sum of Rs.2 lakhs for the construction of buildings, and the remainder for the payment of commuted pensions.

From the point of view of ways and means, the estimates showed a gap of 105 lakhs for which the budget proposals contemplated a loan of Rs. one crore. But during the course of the year it was not considered necessary to float the loan and Government were content only with floating three months' treasury bills worth about Rs.80 lakhs, and taking ways and means advances of Rs.60 lakhs from the Reserve Bank. Both the treasury bills and the advances were repaid before the end of the financial year. Steady progress was made during the year towards the reduction of the provincial debt. The consolidated debt due to the Government of India is being repaid in annual equated instalments of Rs.123 lakhs towards principal and interest spread over a perod of 45 years commencing from April 1, 1937, and there are prescribed contributions to the sinking funds of other provincial loans. These amounts were all duly paid during the year.

Rural Development

The revised scheme of Rural Development inaugurated by Government in November 1937, came in for strong and widespread criticism in the Press as well as the Legislature. Non-Congress elements suspected in it the creation at public expense of a party machine, designed to advance the party

propaganda of the Congress and to strengthen its position in the rural areas; they pointed in support of their misgivings to the newly-appointed organizers, who retained their party connections and were openly interesting themselves in politics. The extra-departmental allegiance of these organizers no doubt militated against discipline and instances of insubordination and disobedience were not lacking. At the same time, it was becoming increasingly clear that the virtual exclusion of the official agency from direction and control of the scheme had seriously restricted its chances of success. The Department was, accordingly, re-organized in February and the Rural Uplift Scheme was so revised as to ensure the closest co-operation between official and non-official agencies. The actual execution of policy in the district was now entrusted to an official nominee of the District Magistrate, who was usually a Deputy Collector. A further step taken by the Ministry in the same direction was the inauguration of a series of divisional conferences which proved useful.

An important item of the new programme was the gradual replacement of *panchayats*, functioning at the centres, by Better Living Societies registered under the Co-operative Societies Act. Experience had shown that these societies, with legal sanctions behind them, were more effective as instruments of rural uplift than ordinary *panchayats*, and no less than 903 societies were registered during the year under review. Much was done in the way of agricultural propaganda by popularizing improved seeds, improved implements and new methods of cultivation. In order to encourage fruit culture, a Fruit Planting Week was observed in the whole province, and it is estimated that at least 122,000 plants were put in during the week. An intensive campaign was conducted in the Rohilkhand and Meerut Divisions for the creation of fuel and fodder reserves, which met with a fair measure of success. Steps were taken to promote important rural industries like weaving, spinning, bee-keeping, poultry-farming and tanning; but difficulty was experienced in finding qualified instructors

in these crafts. A comprehensive scheme for the extension of medical relief in villages was enforced : 146 Ayurvedic and 46 Unani, and 48 fixed and 16 travelling allopathic dispensaries were opened. A scheme providing for 24 maternity and child welfare centres was well under way at the end of the year. A widespread campaign for adult literacy was launched, which roused great enthusiasm in the country-side.

The Co-operative Movement

Continued progress was registered in the expansion and provision of rural credit by central and primary credit societies. A scheme for the establishment of a Provincial Bank was approved by Government, and a sum of Rs.75,000 was allotted for it. At the same time a concentrated effort was made to develop co-operative marketing ; a sum of Rs.20,000 was placed at the disposal of the United Provinces Co-operative Unions for the organization of marketing societies ; and a grant of about Rs.10,000 was made to the Lucknow Milk Marketing Union which had at the end of the year 22 societies within its ambit. Considerable progress was also made with the organization of *ghee* supply societies ; their number rose from 153 to 277, and they made a total profit of about Rs.20,000. But the most valuable work done by the Department in co-operating marketing was in regard to cane supply societies. A vast net-work of these societies was spread over the cane-growing districts and it is estimated that they handled nearly 6 crore maunds of sugarcane which represents about one-third of the total requirements of sugar factories in the province ; they covered an area of about one lakh acres and made a profit of Rs.26,356. Work of consolidation of holdings was extended to nine more districts through the Government grant of Rs.12,500 per annum ; the total area consolidated under the whole scheme up to the end of the year was 56,000 bighas.

A great deal of village welfare work was also done by the Department in collaboration with the Rural Development

Department ; in this connexion the formation of Better Living Societies, distribution of improved seed, demonstrations of better methods of farming, and the popularization of improved implements were among its important activities.

The year closed with 9,581 societies, with the credit and thrift societies preponderating ; 1,400 of them worked exclusively or substantially with their own capital. In view of the owned capital of these societies, which constituted about 60 per cent. of the working capital, and in view of the appreciable difference in the rates of interest charged by them and money lenders, it is estimated that the agriculturists saved at least a crore of rupees during the year. Taking the movement as a whole, the total investment amounted to about Rs.2½ crores, of which at least 63 per cent. was owned.

Carefully controlled expansion of credit and thrift societies, an intensive development of co-operative marketing and a close liaison with the Rural Development Department in the matter of village welfare work were the outstanding features of the co-operative movement during the year under review.

Veterinary

The year was rather an unfortunate one for cattle diseases and Government had to increase the provision for the purchase of various kinds of serum. An important step taken by the Department, however, was to expand its scope so as to embrace not only the treatment of diseases but also the care, maintenance, nutrition and breeding of the cattle. A good start in this direction was made by entrusting this work to an animal husbandry section in five districts. With a view to improving the general standard of cattle both for draught and milk, the department opened a number of cattle welfare units in selected rural development centres. A number of experiments in the symptoms, causes and cures of various animal diseases were in progress under the guidance of the Department.

Forests

The post of the Forest Utilisation Officer revived in the previous year proved most useful in the exploitation of forest

produce. Railway demand for *sal* timber continued to expand, while industrial development of the province also created an increased demand for soft wood timbers of all sorts; but the supplies unfortunately cannot meet a very much increased demand. Researches on *sal* regeneration and fuel plantations continued.

As floods in eastern districts had caused great hardship to the people, forests on higher ground were thrown open to villagers and their cattle during the flood period, and after the floods had subsided extensive free grants were made of fodder, poles and thatching grass. The Development Officer of Forests took steps in close co-operation with the Rural Development Department to create fuel and fodder plantations, to start seed stores and nurseries, and to encourage free planting by villagers. Taungya plantations continued their steady progress in the Saharanpur, Bahraich, Gonda and Gorakhpur districts. The annual value of field crops produced in these plantations exceeded Rs.5 lakhs, which all went to Taungya cultivators who had to pay no rent or revenue.

The catastrophic floods brought out the necessity of protecting natural vegetation in the Himalayan catchment of the main rivers as well as in the waste lands and ravine areas in the plains, and the problem was under the careful consideration of Government at the end of the year.

IRRIGATION

Canals

The monsoon broke by mid-June but withdrew somewhat early. The demand for canal water fell after the advent of the rains but it rose again in the western districts during September and October. The total irrigated area, as compared with the total of the preceding year, showed an increase of 1,106,021 acres. The increase was mainly due to climatic reasons and to the fact that canal supplies were good. The revenue for the year, which was based on the assessment for *rabi* 1936-37 and *kharif* 1937, showed a decrease of Rs.15,99,347 as compared with the previous year owing to climatic conditions in *rabi* 1936-37.

Two hundred and eighty-seven new tube-wells were completed during the year. The area irrigated increased by 231,700 as compared with the figure for the previous year. The gross revenue for the year was Rs.3,35,764 more than the figure for the previous year. **Tube-well**

Out of the seven canal power stations provided in the Ganges Canal Grid Scheme, six were in operation during the year. The steam station at Chandausi was opened during the year. The Fyzabad Electricity and the Gogra Pumping Scheme was completed and a committee was appointed to explore the possibilities of a hydro-electric grid in the eastern districts of the province. The gross revenue for the year was Rs.7,32,143 more than the figure for the previous year. **Hydro-electric Works**

Public Works

The Public Works Department took the vital decision of undertaking an extensive road construction programme, costing over a crore of rupees.

A number of committees were appointed as it was felt that the importance of all public works programmes consisted in the adoption of well-laid schemes embracing various branches of the Government's activities.

One of the committees suggested that the Public Works Department should take over the management of roads and buildings of District Boards whose management was not always satisfactory. Another committee was appointed to investigate the relative merits of tar and bitumen for the surface painting of roads and to report whether tar could be produced in the United Provinces and to suggest means by which it can be made available. Its main conclusions were :

(i) Both tar and bitumen were being experimented on by the Chief Engineer, but no definite conclusion could be drawn at present and that the matter be referred to Government again when sufficient experience of the materials had been gained.

(ii) As regards the manufacture of tar the committee considered that there were no reasons to suppose that the production of tar from coal, or even the refinement of crude tar in the United Provinces would prove profitable.

Yet a third committee was appointed to inquire into the problems facing public motor vehicles. The committee put up its report, but action was delayed because of the introduction of the new Motor Vehicles Bill in the Central Assembly. Government also created aviation scholarships and arranged that stipendiaries be trained in the United Provinces Flying Club.

Excise

The Government were able to start implementing its prohibition programme from April, 1938. On April 1 total prohibition was introduced in the districts of Etah and Mainpuri. The number of excise shops was reduced by 25 per cent. and the retail sale prices were fixed at a high level. These measures were supplemented by the taking over of the majority of shops in the Jaunpur, Bijnor, Allahabad, Lucknow and Benares districts under State control and management. No consumption on the premises was allowed at these shops. Restrictive conditions for licences for retail trade were strictly enforced in these districts. Temperance propaganda was organized throughout the province and particularly in the two dry districts. Consumption of various intoxicants came down. Consumption of country liquor went down at some places by as much as 50 per cent.

Education

Administration

A committee was appointed in March, 1938, to examine and report on primary and secondary education. Its term of reference included problems both of administration and curriculum. In August a Basic Training College was started at Allahabad to train men graduates in new educational methods, concentrating attention on one or two basic crafts. A successful completion of the course was to entitle the student

to a departmental diploma equal in status to the L. T. degree. In September a training school for women on the same lines was started at Benares. Two "project and activity" masters and four "carding and spinning" masters were appointed in certain training colleges and normal schools in order to give a fillip to vocational training. A committee was also appointed to inquire into the working of the universities and to recommend necessary improvements.

With the object of removing illiteracy Government started a special section under the Education Department under an Education Expansion Officer. Nine hundred and sixty adult schools were to be started, 768 additional libraries were to be established, and 3,600 reading rooms were to be opened.

Secondary education

The total number of secondary educational institutions rose to 1,163—an increase of 29 on last year. The total number of students rose from 200,054 in the preceding year to 208,677. The Kanyakubja Intermediate College, Lucknow, was recognized for music upto the High School standard. Spinning and weaving were taught as optional subjects at two high schools in the Benares circle.

Vernacular education

Barring a few schools, attached to training institutions, all primary schools continued to be the charge of local bodies. The total number of schools fell by 232, compared with last year; but the number of students rose by 19,642.

Female education

The introduction of compulsory education for girls in certain urban areas made it necessary for Government to amend in July, 1938, the model regulations framed for the guidance of municipal boards. A number of primary schools were raised to the lower middle standard. The equipment of certain girls' schools was increased and girls were encouraged to join boys' schools through the appointment of a number of women teachers to the latter.

Depressed classes

An additional recurring grant of Rs.50,000 was sanctioned for the expansion of education amongst the depressed classes. A recurring grant of Rs.5,000 and a non-recurring one of the

same amount were given to the Harijan Ashram of Allahabad. The continuance of the Special Officer for depressed class education for an additional period of one year was sanctioned.

Miscellaneous

Corporal punishment was abolished in all educational institutions. Several institutions, such as the Hindustani Academy, the Sanskrit College and the Thomason Civil Engineering College came in for review for the purpose of improvement. A number of strikes by students was an unhappy feature of the year. The degrees of the Kashi Vidyapith, Benares and the Jamia Millia, Delhi, were recognised as being equal to the degrees of other universities.

Local Self-Government

The terms of reference of the Local Self-Government Committee, set up by Government covered almost the entire field of local administration. By the end of 1938 only Part I of the report had been completed. This related to the *Gaon Panchayats* and town areas. The main ideas underlying the recommendations of the Committee were the further democratization of these bodies and their investment with greater powers in all departments. The formation of separate *Adalati Panchayats* was proposed for judicial functions.

Interesting constitutional experiments were also suggested. The *Gaon Panchayat* was to be constituted on the basis of adult franchise, the system of voting being cumulative. Nominations were to be done away with and property qualifications abolished. The *Adalati Panchayat* was to be formed out of a panel of members elected by the *Gaon Panchayat* whether from among themselves or outside. Selection out of this panel was to be made by a committee consisting of the Collector, the Chairman, District Board and the Chairman, Pargana Committee.

The Committee also proposed that notified area committees should be abolished.

Commissioners were asked to replace nominated chairmen of notified area committees by non-official elected chairmen except where local conditions made the continuance of official

chairman desirable. Local bodies were asked not only to report on the conditions of sweepers in their employ but also to give earnest and sympathetic consideration to questions relating to the welfare of sweepers and in particular to extend maternity benefits in the case of female sweepers in their employ. It was decided by Government that registration under the Sarais and Paraos Act (XXII of 1867) should not be enforced in the case of *dharamshalas* and *musafirkhanas* for which no charge for lodging was made. Another measure was the adoption by Government of the policy of making nominations to local bodies after consulting these bodies regarding the suitability of the persons to be nominated.

Public Health

This year the energies of the Public Health Department were particularly taxed in connexion with the Hardwar *Kumbh* fair, which was followed by a severe outbreak of cholera that spread throughout the province. The Government made strenuous efforts to deal with the epidemic. The Director of Public Health was authorized to employ additional officers to the extent required in addition to the normal staff of the Department. Over and above the normal allotment for epidemics, extra expenditure of about Rs.88,200 was sanctioned, and the number of fully qualified extra medical officers employed ranged between 20 and 85.

No sooner had this epidemic subsided than the great flood came and caused much apprehension in regard to public health in the eastern districts. An outbreak of malaria epidemic was threatened and to meet the situation Government sanctioned a grant of Rs.29,700 for the free distribution of quinine. The continued heavy rains during September, however, altered the situation and it was not found necessary to utilize the grant.

A scheme for intensive malaria investigation and anti-malaria measures was introduced in certain selected areas of the province in October, 1938, in collaboration with the Indian

Research Fund Association to determine cheap and effective methods of rural malaria control. The scheme is proposed to be continued for a period of five years and the places selected for carrying out the researches are Bazpur in the Naini Tal District and six villages in the canal irrigated area of the Hardoi District.

The Rockefeller Foundation of the U. S. A. discontinued their contribution to the Partabgarh Health Unit from July, 1938; but the Government decided to continue the unit and to bear the extra cost necessitated. In addition to the existing 147 rural and 154 urban centres of Maternity and Child Welfare maintained by the Indian Red Cross Society, Provincial Branch, 24 peripatetic centres were proposed for establishment in rural areas with the main object of training indigenous *dais*. To give effect to the Provincial Assembly resolution that vaccination be made compulsory as far as possible in rural areas, eight new school clinics were added to the five existing ones.

Government aimed at making medical aid available within five miles of each village. A budget provision of about 3 lakhs was made for the purpose. One hundred and ninety-two Ayurvedic and Unani dispensaries, 48 allopathic dispensaries and 16 travelling dispensaries (allopathic) were to be opened before March 31, 1939. A number of subsidized allopathic practitioners were also to be settled in rural areas with subsidies at Rs.600 per annum for each licentiate and Rs.1,000 per annum for each graduate plus a contribution of Rs.360 per annum from district boards for free distribution of medicines by each practitioner.

It was proposed to reconstitute the existing Board of Indian Medicine as a statutory body, with a view to stopping practice by unregistered and unqualified Vaidyas and Hakims. As the two indigenous systems are cheap, effective and popular, it was intended to encourage them.

A start was made in the training of Indian girls as nurses by converting the Women's Medical School at Agra into an

institution for this purpose. Its existing curriculum was found to be not particularly useful for the purpose, and it was therefore abandoned. The Government proposed to reorganize the Medical School at Agra; but as this question formed part of the much wider terms of reference of the Medical Re-organization Committee, which the Government had set up, no isolated action could be taken. Every effort was made to reduce overhead expenditure. One post of Assistant Director of Public Health was abolished. Another was kept in abeyance and 20 posts of Assistant Medical Officers of Health were liquidated. This was expected to result in a saving of Rs.7,000 per annum.

Courts and Prisons

In view of the various deficiencies which had been pointed out both on the platform and in the press, the Government, by an executive order, suspended all honorary magistrates' courts from March 1, 1938, excepting those of railway magistrates. This was done, pending the revision of the whole system. The new rules, issued in March, 1938, provided, among other things, for a standing committee of seven persons, five of them being non-officials, for each district. This committee was to invite applications and make recommendations to the Government for the appointment of honorary magistrates. Members of the Legislative Assembly, except those representing special constituencies, were to be debarred from appointment in their constituencies. Except when they had previously worked as honorary magistrates or were lawyers who had put in a number of years' practice, candidates were to undergo training in law and procedure, relating to criminal courts, while practising lawyers were to give up practice before being appointed. Holding of courts in private residences was also prohibited. Special consideration was given to women and to minority communities. Areas under the influence of magistrates were excluded from their jurisdictions. By the end of the year, the new appointments according to these rules numbered 599.

In August, 1938, a committee was appointed to examine the question of extending the system of trial by jury to all districts, as well as the question of the abolition of assessors. The majority recommended that the jury system should receive no further extension, and that trial with the help of assessors should be abolished.

Among the proposals under the consideration of Government at the end of the year were the separation of the judicial and the executive functions of magistrates, the abolition of the exclusive original jurisdiction of the Chief Court to try cases of the value of five lakhs and more, the curtailment of the summer vacation of the High and Chief Courts, improvement in the system of honorary munsifs and the raising of the pay of subordinate and inferior services.

Prisons

The Expert Committee on Jail Reform submitted recommendations of a fundamental and far-reaching character. Its report was further examined by a committee of the Legislature, which, in turn, touched in its report upon almost all branches of prison administration. Many of the minor recommendations were at once given effect to. In regard to the major recommendations the Government appointed a departmental committee to prepare a five-year plan, within which period (it was expected that) all the suggestions might be given effect to. Their recommendations envisaged the opening of a Borstal institution, an institution for mental defectives, a scientific system of classification, standardization of labour in jails, the opening of a training school for the jail staff, the training abroad of young men in penology with a view to appointing them as whole-time superintendents of all first class district jails, the introduction of adult education and the *panchayat* system in jails and an overhauling of the jail staff.

A jail depot was opened and the Government approved a scheme for the use of tobacco and *biris* by prisoners. Habitual and incorrigible prisoners were concentrated in two Central Jails in order to facilitate their being given special treatment and to prevent the ordinary prisoners from being influenced by

them. Three Acts, viz., the Borstal, the First Offenders' Probation and the Prisoners' Release on Probation Acts, were passed by the Legislature. The United Provinces Discharged Prisoners' Aid Society was constituted with the Parliamentary Secretary as its President and the Secretary to Government in the Judicial Department as the Honorary Secretary and district committees were formed in all the districts with the District Magistrates as Chairmen. The Government made a recurring grant of Rs.5,000 to the Society and a scheme for the appointment of Probation Officers by the United Provinces Discharged Prisoners' Aid Society with the approval of Government was also formed. Hitherto non-official jail visitors were appointed by Commissioners. But with the establishment of the Discharged Prisoners' Aid Society, Government decided to appoint non-official visitors in consultation with the district committees of the Society.

Crime and Police

Funds of Congress organizations forfeited during the civil disobedience movement were refunded, and the question of the refund of money realized as fines from individual Congressmen was being actively considered. Properties of individuals or organizations forfeited in those days were to be restored to rightful owners, and, in cases where the properties had been sold, the sale receipts were to be refunded. The Government relaxed the Arms Rules and lifted, during the year, the ban from 11 more publications. The book "Imam Hasan and Husain ki Tarikh" or "Tazia ka Itihas" one issue of the *Madari*, an Allahabad Hindi paper, and a pamphlet entitled "Kranti Bhajanavali" were proscribed.

The Government prosecuted under section 153-A, Indian Penal Code, the editors of the *Star* of Allahabad in respect of an article entitled "Soul Force" in its issue of March 21, 1938. Government also ordered the prosecution of one Kedar Nath Sonar of Fyzabad on April 14, 1938, in respect of an objectionable speech which he made in Gorakhpur in the Gorakhnath temple on February 25, 1938. The trying magistrates found

them guilty. Open and unashamed incitement to violence and communal animosity made the Government arrange for the reporting of certain meetings.

A number of proposals made by the Inspector General of Police in 1936 for reducing permanently the expenditure on the police force without impairing its efficiency, was sanctioned. They contained proposals for the re-allocation of police in larger towns, revised schemes for the training of recruits, reduction and redistribution of mounted police, replacement of the older scheme for a civil emergency reserve by a new scheme of armed police. These with a few other minor items were expected to reduce expenditure by 2½ lakhs of rupees and ultimately by Rs.3¼ lakhs. Further economies were advised by a Committee, the terms of reference of which were wide enough to deal with the whole problem of the reorganization and creation of a modern and efficient police force. The full report of the Committee was still awaited at the end of the year; but meanwhile certain interim recommendations were made. One such recommendation was for the institution of classes of instruction at the headquarters of the Criminal Investigation Department for the training of selected members of the Intelligence staff. Government accepted this, and a Superintendent of Police and a Deputy Superintendent were placed on special duty for the first course. Another recommendation was for the establishment of a training school for constables promoted to the rank of *naik*. The abolition of caste and class restrictions on candidates for appointment as police recruits and of racial discrimination in the appointment of sergeants as reserve inspectors was another important recommendation accepted by the Government. In the meanwhile the question of the housing of policemen was taken up. In the year about 15 per cent. of the police stations and 26 per cent. of outposts were still in an unsatisfactory condition.

A Police Surveillance Committee was appointed to examine the rules concerning surveillance and history-sheets contained in the Police Regulations.

The year 1938 was, however, a difficult year for the police inasmuch as there was an unusually large number of heavy demands upon them. This severely tested the stamina and discipline of the force. For the best part of two months a large contingent was engaged in *Kumbh* fairs at Brindaban and Hardwar which were attended by unprecedented crowds. The communal riots which occurred in Benares in March and in Allahabad in August were well handled by the police. Similarly, the Cawnpore strike, lasting seven whole weeks from May until July put a heavy strain on the local police. The local police in each case were numerically inadequate to deal with the situation. Large forces had, therefore, to be called in from other districts. In March the two major festivals of the Hindus and Muslims coincided. This necessitated the temporary transfer of large bodies of policemen from place to place. The sectarian strife between the Shias and Sunnis of Lucknow was another factor which increased the burden on the police. Additional force was in Lucknow in varying numbers from the end of May onwards. The derailments of trains in this and the neighbouring province which occurred with such unfortunate frequency necessitated the deputation of 135 officers and men to patrol many miles of railway lines.

These abnormal events, involving quick shifts from one district to another, resulted in a decrease in the intensity of surveillance over criminals as well as in crime investigation. There were not sufficient officers and men left in the district for the usual standard of efficiency to be maintained. Unruly elements were quick to seize the opportunity. Heinous crimes showed an increase over the corresponding figures of 1937.

A side activity of the police was with regard to the improvement of criminal tribes. A committee was appointed to rescue the members of criminal tribes from a life of squalor and crime and to restore them to society as honest, industrious and useful citizens. It was found that to give effect to its recommendations would cost about a lakh of rupees a year.

The Gorakhpur Criminal Tribes Settlement was transferred from the control of the Salvation Army to that of the Harijan Sewak Sangh.

The Anti-Corruption Department, opened on November 6, 1937, examined roughly 678 petitions, besides making a detailed examination of certain files in which inquiry had been made outside the department into charges of corruption against public servants. In addition, the Government directed inquiries into the conduct of 112 public servants, the results of which are mentioned below :

Dismissed, removed or resigned	27
Reduced	8
Being prosecuted	1
Punished otherwise	21
Found untrue	24
Under departmental proceedings	9
Pending with Government or Heads of Departments for orders	20
Under investigation	2
Total ..	112

LEGISLATURE

Legislative Assembly

The United Provinces Legislative Assembly held 79 meetings during the year, of which 70 were utilized for Government and 9 for non-official business. The panel of chairmen was nominated by Hon'ble the Speaker for the session commencing January 17, 1938.

Legislation

The United Provinces Borstal Bill, introduced in the Assembly on January 25, was considerd and passed on April 20. It provided for the establishment of one or more Borstal institutions for adolescent offenders. Other cognate bills, such as the United Provinces First Offenders' Probation Bill, and

the United Provinces Prisoners' Release on Probation Bill, were also passed on the same date. The amendments to all the three Bills made by the Legislative Council were agreed to by the Legislative Assembly in August, 1939.

The United Provinces Legislative Chambers (Members' Emoluments) Bill introduced on March 1, 1938, was passed on April 25 1938, after a prolonged discussion. It related to the provision of salaries and travelling allowances to members of both the Houses.

The United Provinces Maternity Benefit Bill passed by the United Provinces Legislative Assembly on April 27, 1938, and by the United Provinces Legislative Council on May 10, 1938, sought to give effect to one of the important recommendations of the Royal Commission on Labour in India.

Only two taxation measures were introduced. These were the Court Fees (Amendment) Bill and the Stamp (Amendment) Bill. Amendments to these measures passed by the Upper House were not acceptable to the Legislative Assembly, and hence a joint sitting of the two Houses became necessary. The measures were thus passed without any amendments, in the first week of December, 1938.

On April 26, the Assembly passed the United Provinces Land Revenue (Amendment) Bill which provided that in the course of revision under settlement proceedings the rents of lands of statutory tenants could be abated in the same manner as those of statutory tenants under the amending Act of 1936.

The most important Bill of the year was the United Provinces Tenancy Bill introduced on April 20, 1938. It was referred to a Select Committee.

The Trade Disputes Conciliation Bill introduced in the Assembly on January 22, was withdrawn by the Hon'ble Minister in October, with an assurance that a more comprehensive measure on the subject would be introduced. The Lucknow University (Amendment) Bill, the Hindu Dharmadaya Bill, the United Provinces Shops Bill, the Agricultual Produce

Marketing Bill, the Trade Unions Recognition Bill, and the Allahabad University Act (Amendment) Bill, all introduced on April 5, 1938, were either in circulation or in a later stage at the close of the year. The United Provinces Encumbered Estates (Amendment) Bill was referred to a Select Committee. The United Provinces Artificial Ghee Colourization Bill and the United Provinces Debtors' Relief Bill were the other non-official Bills which were introduced during the year.

During its August session, the Assembly passed the Honorary Assistant Collectors' Decrees Validating Bill, the Bill to extend the period for the institution of suits for abatement of rent in certain permanently settled areas, the Public Gambling (Amendment) Bill, the United Provinces Stay of Proceedings (Revenue Courts) (Amendment) Bill and the United Provinces Regularization of Remissions Bill. In its October session, the United Provinces Melas Bill and the United Provinces Temporary Postponement of Execution of Decrees (Amendment) Bill, were passed.

The Budget

Budget estimates for 1938-39 were introduced on March 3, 1938, and were generally discussed on the 7th and the 8th of that month. Out of the 37 demands for grants, 13 were voted without discussion in accordance with rule 54(4) of the Legislative Assembly Rules, since the whole time allowed for discussion of demands was taken up with the other 24 ; all the 37 demands were voted in entirety.

During the discussion, questions relating to local and communal interests were raised. The more recurrent notes were in regard to the question of unemployment, the poverty of the province, and the large expenditure that the Government had to incur on interest charges and salaries of the services. Opportunity was also sought for urging upon the Government the need for putting forward a scheme to separate the Executive from the Judiciary. Congress members generally took up the attitude of opposing criticisms on budget proposals, while

in the House there was some dissatisfaction with the Government's action in allotting lump sums without giving detailed explanations of certain items that involved a fairly large expenditure. It was also felt that, in view of the enlarged strength of the House, more days should be allotted for a general discussion of the budget proposals. Demands for supplementary grants, relating to the financial year 1937-38 were presented and voted in full. The Public Accounts Committee and the Finance Committee for 1938-39 were also constituted.

Resolutions

Two important resolutions were moved by the Government and adopted by the Assembly. These related to the Speaker's participation in politics and to the regulation of matters relating to the statistics of employment by Acts of the Central Legislature. Seven non-official resolutions were also adopted. These related to the conferment of titles by the King-Emperor, the inauguration of the Federal part of the Government of India Act, 1935, the provincialization of the All-India services, the increased provision for depressed class education, the appointment of women teachers in primary schools, the exemption from payment of fees of poor students of the Harijan classes and lastly the introduction of compulsory vaccination in rural areas.

Although several notices of motions of adjournment were given, actually only two were admitted and discussed in the House. Both these were negatived after discussion.

Minor amendments were made in the Naik Girls' Protection Act, 1929, and the United Provinces Motor Vehicles Rules, 1935. Rules regarding appointment of Honorary Magistrates and the United Provinces Legislative Chambers (Members' Emoluments) Rules were considered. Rules framed under section 30(1) of the United Provinces Sugar Factories Control Act of 1938 were laid on the table.

Assessment reports of several *tahsils* and *parganas* were considered, while those relating to other areas were laid on the

table, as were also the rent reports of the permanently settled areas in the Benares Division. Very keen interest was displayed in the report of the Anti-Corruption Committee. Members generally approved of its recommendations, while certain improvements were also suggested. The report of the Jail Reform Committee was laid on the table.

The principal parties in order of numerical strength were the Congress, the Muslim League and the Independent; some members belonged to no party. The Nawab Sahib of Chhatari continued to be the Leader of the Opposition.

Legislative Council

The Council held its first sitting in the new Council Hall on January 27, 1938. Thirty-six meetings in all were held; three were devoted to non-official business. Nineteen official Bills were received after having been passed by the Assembly. The Council passed 13 of them and proposed amendments to six—one relating to sugar factories, three to prison administration and two to court-fees and stamps. The Assembly concurred in these amendments excepting those relating to the United Provinces Stamp (Amendment) Bill and the United Provinces Court Fees (Amendment) Bill. As the Council insisted on its amendments to these measures and as the Assembly did not agree to them, His Excellency the Governor summoned a joint sitting of the two Houses to deliberate on these measures.

Among non-official Bills, those introduced the previous year with a view to amending the United Provinces Encumbered Estates Act, were referred to a Select Committee. The United Provinces Children Bill, dealing with the custody and punishment of minor persons was also similarly referred.

The two official resolutions which were moved related to the regulation of statistics of employment by an Act of the Central Legislature and to the imposition of sugarcane cess. While the first was adopted without much discussion, to the second the Council put up an amendment reducing the cess

rate from ½ anna to 3 pies per maund. The Council also adopted five non-official resolutions; recommending to the Government to bring forth a Bill defining the privileges of the members of Legislature; recognizing the zamindars of the United Provinces as owners of land and not as mere rent collectors; village sanitation and provision of medical aid in rural areas; exemption of certain classes from licences under the Arms Act; and reorganization and rehabilitation of rural credit. Out of five more non-official resolutions two were not moved, two were withdrawn and one relating to the reduction in the rate of interest on loans to local bodies was lost.

Notices of seven adjournment motions were received. One moved on January 29, 1938 was to discuss the distress caused to sugarcane growers of Roorkee sub-division. On February 1, another was to discuss the Government's orders to collectors to realize progressive enhancement in land revenue, which had till then been postponed in certain districts. On May 6, there were two motions—one to discuss complaints about the Fatehpur Municipal Board and the other to discuss the remarks of Hon'ble the Revenue Minister that "zamindars are mere rent collectors." On May 9, the subject matter was the reduction in the rate of interest on loans taken by local bodies. On September 1, the notice was in respect of alleged unauthorized inquiries made by the Congress Committee of Saharanpur into the affairs of the D.-A. V. School, Roorkee. The last, on November 30, had as its object a discussion of the alleged failure of the Government to keep their promise that they would not increase the tax on sugarcane beyond one pice per maund without the sanction of the Legislature. To the first, third and the sixth motions the Chair withheld its consent; the second, fifth and the last were lost; and for a discussion of the fourth motion, the Hon'ble Minister of Revenue agreed to allot a separate day.

Supplementary estimates for 1937-38 were presented on March 2, and budget estimates for 1938-39 on March 3. Both of these were generally discussed on March 5, 7 and 8.

Various rules made by the Council's Committee and the Government were considered. Seven hundred and sixteen questions in all were answered. The new rules of procedure provided for the constitution, in every calendar year, of a committee of privileges consisting of nine members, elected by the system of single transferable vote with the Deputy President as *ex-officio* member and the President as *ex-officio* Chairman. The Committee for the current calendar year was constituted on August 31. Condolence references were made during the year on the death of several distinguished men. One interesting feature of the Council was a " night sitting " during May.

PART II—DETAILED CHAPTERS

Introductory

It has been customary to include in every tenth annual administration report a resume of general information about the Province, which would in the ordinary course of events have been contained in the report of the year 1931-32. As this was omitted from that report in the interests of economy, for the latest information on the following subjects a reference should be made to the General Administration Report for 1921-22 :

	Pages
(1) Physical features, area, climate, and chief staples ..	1—11
(2) Historical Summary..	16—64
(3) Form of Administration	64—66
(4) Character of Land Tenures	67—72
(5) Civil divisions of British territory	72-73
(6) Legislative authority	93—95
(7) General system of public instruction	153—160
(8) Library Societies	172-173
(9) Ecclesiastical jurisdiction	176—178

Details of the last census are to be found on pages 7—12 of the General Administration Report for 1931-32.

CHAPTER I—GENERAL ADMINISTRATION AND CONDITIONS

1. Personnel of Government in 1938

1. His Excellency Sir Harry Haig, K.C.S.I., C.I.E., I.C.S., continued to be the Governor of the Province. He went on four months' leave ex-India with effect from May 17, 1938; His Excellency Sir Maurice Hallett, K.C.S.I., C.I.E., I.C.S., Governor of Bihar, officiated in his place.

2. There was only one change in the Ministry during the year 1938 : Pandit Pyare Lal Sharma, late Education Minister, felt unable to continue his charge and resigned on May 2, 1938, handing over to Shri Sampurnanand.

2. Character of the year

(See *Government Resolution on Revenue Administration for the year ending September* 30, 1937.)

Nature of the weather and its effect on crops

3. The unusually heavy rains of 1936 damaged the *kharif* crop seriously, but the prospects of *rabi* were brightened by a general shower towards the end of October. The winter showers, beginning with the second week of February, were beneficial to the growth of *rabi* crops and obviated, to a certain extent, the necessity for irrigation. The monsoon of 1937 was fitful and unevenly distributed; it was abnormal in Kumaun, Gorakhpur and Benares Divisions and sub-normal in the rest of the Province.

Cultivated area

4. The total cultivated area in the Province was 35·5 million acres—an increase of 259·9 acres over the figure for the previous year. This formed 3/5ths of the province as a whole. Of the remaining area, half was not available for cultivation and the other half consisted of fallow and culturable waste. The *kharif* and *rabi* areas were almost equally divided, being respectively 63 and 61 per cent. of the total cultivated area.

Irrigated area

5. In spite of the fact that a new canal was constructed in the western part of the Fyzabad district and 28 new embankments were constructed in the Partabgarh district, the area actually irrigated during the year fell from 10·72 to 10·16 million acres. The decrease, which affected the Province as a whole, except the Benares and Gorakhpur Divisions, might partly be ascribed to the winter showers which as stated previously obviated to a certain extent the need for irrigation.

Prices

6. Prices of most of the food grains were more or less steady in the beginning of the agricultural year, but went up during the months of January to March in harmony with the general rise in prices all over the world. They, however, eased with the advent of the *rabi* harvest and then continued steady till the end of the year. In fine, the general level of prices was not unsatisfactory, although the price of *gur* was substantially lower than that of the previous year.

Health

7. The general health conditions were satisfactory throughout the year.

CHAPTER II—ADMINISTRATION OF THE LAND

3. Realization of Land Revenue, Agricultural Advances and the Canal Dues

(See *the Government Resolution on Revenue Administration for the year ending September* 30, 1937.)

Total demand and collections

8. The gross demand under land revenue, including arrears, was Rs.715·03 lakhs, an increase of Rs.1·65 lakhs over the figure for last year. The net recoverable demand was Rs.577·1 lakhs of which Rs.576·73 lakhs or 99 per cent., were collected. The total recoverable demand on account of local rates amounted to Rs.74·70 lakhs; of this only Rs.513 remained unrecovered. The figure for net recoverable demand on account of occupiers' rates (irrigation) was Rs.176·8 lakhs; of this Rs.175·54 were realized. Of the demand of Rs.79,700 for owners' rates (irrigation), Rs.78,950 were collected.

Advances

9. *Takavi* advances amounted to Rs.26 lakhs. In addition, a sum of Rs.1·81 lakhs was advanced for permanent agricultural improvements and another sum of Rs.24·19 lakhs for seed, bullocks, etc.

Remissions and relief

10. In spite of the partial suspension of *takavi* on account of floods, recovery of past loans was quite satisfactory. Remissions in land revenue on account of agricultural calamities amounted to Rs.16·34 lakhs as compared with Rs.3·14 lakhs in the previous year, floods being responsible for 7·58 lakhs. Rs.8·48 lakhs were distributed among hail-storm sufferers. Rs.1,565 were distributed among invalids in the Fatehpur district by way of gratuity, and test works were started at a cost of Rs.1,324 to provide for the able-bodied unemployed workers.

11. The policy of Government with regard to collection of demands and advancing of loans remained unchanged. The method of collecting canal dues was, however, under consideration by a committee of experts appointed by Government.

Effective measures were adopted for granting relief to agriculturists and were exemplified by such temporary measures as the Regulation of Sales Act, the Temporary Regulation of Execution Act and the Encumbered Estates Act. These served as effective supplements to the more permanent measures like the Usurious Loans Act and the Agriculturists' Relief Act. Similar in character were the orders of August, 1937 regarding the stay of proceedings likely to cause hardship to tenants. A special officer was appointed to go into the question of revising the existing rent rates in the permanently settled areas and in the Azamgarh district.

4. Survey, Record and Settlement Operations

(*For the year ending September* 30, 1937)

12. Much progress was made in the settlement operations in the districts of Meerut, Bijnor, Bahraich, Sultanpur and Sitapur. Revision of rent rates was under contemplation in the districts of Saharanpur, Budaun, Hardoi, Fatehpur and Bara Banki, in view of the price levels ruling at the time.

13. Survey and record operations were continued in the districts of Aligarh, Bareilly, Fyzabad, Kheri and Garhwal; they were also introduced in the *jagirs* of Jagmanpur, Rampura and Gopalpura in the Jalaun district.

5. Land Records

(See *the Report on the Administration of Land Records for the year ending September* 30, 1937.)

General

14. The aim of the activities of the Land Records Department was the achievement of the greatest possible accuracy in the various documents with which the department dealt. The testing of existing records received pointed attention. The appointment of Superintending Kanungos was extended from 26 to 36 districts. The condition of village maps was reported to be generally satisfactory except in Gorakhpur and Benares Divisions. Work done in this connexion in

the Mahrajganj tahsil was important inasmuch as the inaccuracies of records had led to serious agrarian troubles in that tahsil.

Testing of Records

15. Many administrative changes took place during the year, all aiming at increased efficiency. The Patwaris' returns were carefully scrutinized by their superiors. The scrutiny disclosed that the records were not maintained efficiently in three districts. The importance of maintaining accurate records was brought home to the supervising officers in these districts.

16. The condition of boundary marks was reported to be satisfactory. The question of fixing permanent boundary marks, as in the alluvial area of the Bara Banki district, in all other mahals continued to engage attention. Village maps of all the districts excepting Gorakhpur were found satisfactory.

17. The concealment of excess rental payments was disappearing rapidly with the general awakening among the tenants as regards their rights and liabilities.

18. A fresh survey and revision of settlements in the Gorakhpur district were contemplated. In the case of the permanently settled areas, revision of records was found necessary. Maps of the various tahsils and districts were at various stages of preparation. Many old maps proved very unsatisfactory and their revision appeared to be a crying need. A scheme for the general revision and reprinting of these maps was accordingly submitted to Government for their consideration.

6. Tenancy Areas

(See *Government Resolution on Revenue Administration for the year ending September* 30, 1937.)

Occupancy and statutory tenants

19. The growth of population appeared to have set the pace to an expansion in the holdings area, with the result that, during the year under review, such area increased by 51,600

acres in Agra and by 20,600 acres in Oudh. The total area held by proprietors as *sir* and *khudkasht* amounted to 14 per cent. and 4 per cent. respectively of the holdings area. There was a decrease in the area under *sir*, but this was more than counterbalanced by an increase in *khudkasht*.

20. Consequent on the resumption of *muafi*, areas held free of rent decreased by 167 acres in Agra and by 521 acres in Oudh.

21. While the area under *sir* decreased by 20,535 acres, the ex-proprietary area increased by 1,157 acres. The area held by occupancy tenants continued to decrease, as a result of deaths, surrenders and ejectments, accompanied by an increase of 62,533 acres in the area held by statutory tenants and of 46,611 acres in that held by their heirs. In Oudh there was a decrease of 12,026 acres in the area held by statutory tenants and an increase of 20,372 acres in that held by their heirs.

7. Government Estates

(See *the Government Resolution on the administration of Government estates for the year ending March* 31, 1938.)

Ceneral

22. The Board of Revenue controlled all the estates except the Stone Mahal, Mirzapur. Receipts from these estates fell from Rs.11·70 lakhs to Rs.11·64 lakhs and expenditure from Rs.7·28 lakhs to Rs.7·21 lakhs. The net gain to Government went up from Rs.4·42 lakhs to Rs.4·43 lakhs. The margin of profit was, comparatively speaking, much less in the Tarai and Bhabar Estates and in the Dudhi Estate in Mirzapur, because of the peculiar conditions of these tracts.

Tarai and Bhabar Government Estates

23. The income of these estates rose from Rs.6·75 lakhs to Rs.6·92 lakhs, owing mainly to increased income from forests. The expenditure, on the other hand, decreased from Rs.5·38 lakhs to Rs.5·24 lakhs and remissions from Rs.58,000 to Rs.51,000. The net surplus to provincial revenues thus rose from Rs.1·37 lakhs to Rs.1·68 lakhs, which would have been greater still if the expenditure of Rs.78,000

incurred on public health and police were debited not to the revenues of the estates but to the departments concerned.

The area assessed fell from 122 to 115 thousand acres, due to abandonment of holdings by some of the Punjabis to whom land had been given on revised *kham* terms.

There was no epidemic during the year, but malaria continued to take its heavy toll of life. There was no serious cattle disease.

A sum of Rs.4,302 was advanced as *takavi* for the purchase of seed and bullocks, and Rs.12,140 were distributed for wire fencing to settlers under the revised *kham* terms. The number of co-operative societies, affiliated to the Central Co-operative Bank, increased from 182 to 201. A separate cane-marketing society was organized, which arranged for the sale of 1,268,000 maunds of cane belonging to tenants.

Forests were the main source of profit. Important concessions were granted to villagers, besides a 50 per cent. reduction in grazing fees for all bovine cattle.

Garhwal Bhabar Estates

24. The income rose from 42·6 to 43·5 thousand rupees and expenditure from 27·5 to 28·5 thousand. The surplus of Rs.15,000, representing about one-third of the total income, was the same as last year. Malaria was rampant as usual; general conditions of health were otherwise satisfactory. A sum of Rs.500 was sanctioned for the improvement of canals and another of Rs.10,000 for the water supply scheme.

Soldiers' Settlement Estates, Almora

25. There was a profit of Rs.700, receipts and expenditure amounting, respectively, to Rs.2,500 and Rs.1,800. General conditions were good. The number of resident jagirdars rose from 59 to 73, and that of absentees fell from 140 to 126.

Other Government Estates

26. The number of minor estates under the control of the Board of Revenue increased from 454 to 472; of these 149 were in Bundelkhand, 147 in Oudh, and 176 in other parts of the Province. During the year, 24 properties were acquired

and six were sold. The current demand fell from Rs.4·50 lakhs to Rs.4·24 lakhs, owing to an unexpected drop in the income of the Dudhi Estate. Remissions for slump in prices and agricultural calamities amounted to Rs.86·2 thousand. Total collections, including arrears, were Rs.3·33 lakhs representing 98·5 per cent. of the net recoverable current demand. The cost of management rose from 40 to 42·4 thousand rupees ; the Board were quite alive to the need for reduction in the management expenses. The expenditure rose from Rs.1·15 lakhs to Rs.1·21 lakhs and the surplus profits amounted to Rs.2·11 lakhs, being 63 per cent. of the total receipts.

Receipts of the Government and confiscated estates, Allahabad fell to Rs.1·03 lakhs, but the expenditure increased to Rs.24·7 thousand, leaving a surplus of Rs.78,100. Agricultural conditions were slightly better than in the previous year.

The receipts of the Stud Farm, Ghazipur, fell from Rs.24,700 to Rs.18,100, the net recoverable demand decreasing because of the grant of heavy remissions and suspensions as a result of damage to crops by natural calamities. Ninety-six per cent. of the demand was collected.

The receipts of the Dudhi Estate, Mirzapur, fell from Rs.92,700 to Rs.77,000 and expenditure from Rs.52,800 to Rs.51,600. The surplus amounted to Rs.25,400 being nearly one-third of the total receipts. Rs.8,000 were spent on education, medical relief and sanitation. Forests, which covered 3/5ths of the total area, yielded a surplus of Rs.11,700.

The income of the Stone Mahal, Mirzapur, rose from Rs.92,200 to Rs.93,000 ; but the expenditure fell from Rs.46,300 to Rs.45,000, leaving a surplus of Rs.48,000 as compared with Rs.45,900 last year.

Conclusion

27. Government appointed two committees, one for the Tarai and Bhabar Estates and the other for the remaining estates, to enquire into the level of rents, the nature of manorial dues, the rights of tenants and the adequacy of the sums spent on public works and institutions.

8. Wards' Estates

(See *the Report of the Court of Wards for the year ending September* 30, 1937)

Estates under management

28. The number of estates under management came down from 187 to 184. Eleven estates were released during the year and eight new ones were taken over. Of the former the most important was Balrampur which had remained for 16 years under the Court of Wards. The rent roll of this estate during this period rose from Rs.28·44 lakhs to Rs.36·65 lakhs; the size also expanded considerably by the purchase of property worth over Rs.25 lakhs. Many improvements of considerable social and economic importance were carried out. Another important estate among those released during the year was that of Majhgain in the Kheri district. This Estate also improved considerably during the 24 years that it was under the Court of Wards. The largest among the estates taken over was that of late Rai Bahadur Sahu Ram Swarup of Pilibhit district.

Collections

29. The current demand for all kinds of dues (rent, *sayar*, forests) fell from Rs.140·47 lakhs to Rs.104·12 lakhs. The percentage of collection to the current demand also fell from 96·6 to 95·09, mainly due to the "Stay of Proceedings" orders of the Government and unfavourable agricultural conditions in some districts. The outstanding arrears of all the estates had been reduced, at the close of the year, from 12 to 8 lakhs and amounted to one-tenth of the current recoverable demand. The results, on the whole, were satisfactory.

Cost of management

30. A sum of Rs.36·11 lakhs was paid on account of revenue, rates, cesses and canal dues as compared with Rs.42·33 lakhs paid in the preceding year. The decrease was mainly due to the release of the Balrampur Estate. The actual cost of management, excluding Balrampur, worked out to 11·98 per cent. of the gross income as against the prescribed standard of 11 per cent.; this was mainly due to

a decline in income. The Court, however, issued strict orders for effecting economy.

Improvements

31. There was no reduction in expenditure on the education of wards, despite the release of the Balrampur Estate. Debts were repaid to the extent of Rs.38·55 lakhs. Workable debt liquidation schemes were prepared for certain estates and contemplated for others. The total expenditure on schemes of improvement fell to Rs.6·76 lakhs, the decrease being accounted for by the release of the Balrampur Estate. Money was mostly spent on schemes regarding improvement of water supply, better seeds and implements, cattle breeding and arboriculture. Solvent estates initiated schemes of rural development themselves or materially assisted those initiated by the Government. This work usually took the form of constructing soakage pits, free distribution of medicines, afforestation and the remodelling of houses.

Movements like co-operation and consolidation of holdings continued. The total amount of sums invested in Government and other securities increased. There was less litigation during the year.

Audit

32. The Examiner of Local Fund Accounts audited, as usual, the accounts of the estates, and recorded unsatisfactory remarks. Greater vigilance was thereafter practised in the matter of accounts. Cases of embezzlement were few in number and were suitably dealt with. Advisory committees of various localities continued to take active interest in their affairs.

9. Revenue Courts

(See *Government Resolution on Revenue Administration for the year ending September* 30, 1937.)

Tenancy litigation in Agra

33. The number of institutions under the Agra Tenancy Act fell from 515,000 to 458,000. A remarkable feature of the year was an appreciable decrease in the number of suits for arrears of rent from 272,000 to 243,000. The number of

ejectment suits and applications fell from 175,000 to 157,000. The cases in which ejectment was actually ordered numbered 73,700, and, as a result, the area thus affected fell from 226,300 acres to 178,800 acres. The number of applications for relinquishments also decreased by 10,900, during the year.

Tenancy litigation in Oudh

34. The number of suits and applications in Oudh fell from 79,000 to 74,000, that of relinquishments from 6,200 to 2,800 and that of suits for arrears of rent from 25,700 to 23,500. The number of suits and applications for ejectment also fell from 23,200 to 22,500. Ejectment was ordered in 13,261 cases, affecting an area of 57,000 acres.

Disposal of original tenancy cases

35. In Agra, the number of suits and applications was 727,000 of which 604,000 were disposed of during the year, while in Oudh, the total number of cases for disposal was 98,800 of which 84,900 were decided. The decrease in the number of cases disposed of and the resultant increase in the number of pending cases at the end of the year, were due to the Government orders issued in August, 1937, for the stay of proceedings in view of the impending agrarian reform.

Mutation

36. Mutations of proprietary rights rose from 239,800 to 250,000. The increase in succession was due, mainly, to the strict scrutiny of papers by inspecting officers. The number of forced sales also increased owing to the execution of decrees, so far kept in abeyance under the previous debt legislation. There was a slight increase in the number of cases of private transfers, whereas the number of redemptions continued to rise steadily.

Partition

37. The number of new applications for partition fell from 2,593 to 2,396, of which about five-sixths were for imperfect partition. Out of the 5,523 cases for disposal, only 2,417 were decided leaving a balance of 3,106. As a result of perfect partition during the year, the number of *mahals* increased from 288 to 816, while imperfect partitions accounted for an increase in the number of *pattis* from 1,980 to 5,582, thus

strengthening the tendency towards sub-division and fragmentation of holdings, to check which evils Government were contemplating the introduction of suitable measures.

Appeals and revisions

38. Appeals to collectors under the Agra Tenancy Act rose from 7,973 to 8,331. The total number for disposal was 8,723 of which 8,296 were disposed of; of the pending cases only 239 were over three months old. In Oudh, appeals for disposal numbered 786 of which 707 were decided.

There was an increase in the number of appeals for disposal by commissioners as well, under the Rent Acts, from 6,464 to 7,073; of these only 2,125 remained pending. Orders of lower courts were revised, modified or remanded in 29 per cent. of the appeals filed. The number of appeals to commissioners under the Land Revenue Act was 2,696. Only 559 of these remained pending at the close of the year. The Board of Revenue disposed of 3,132 appeals, leaving a balance of 1,701.

Execution of Decrees

39. There were 212 honorary assistant collectors who actually worked during the year. They disposed of 96,000 cases in Agra and 11,000 cases in Oudh.

Land Acquisition

40. The area of land acquired for public purposes during the year under review was 2,172 acres. The total amount paid in compensation was 9·9 lakhs, the increase over last years' figure being due to the acquisition of a small plot of land with buildings by the Hardwar Municipal Board.

CHAPTER III—LAW, ORDER AND LOCAL SELF-GOVERNMENT

10. Course of Legislation

41. The following Acts were passed by the Provincial Legislature, during 1937 :

I—The United Provinces Ministers' Salaries Act, 1937.

II—The United Provinces Parliamentary Secretaries (Removal of Disqualification) Act, 1937.

III—The United Provinces Municipalities (Amendment) Act, 1937.

IV—The United Provinces Stay of Proceedings (Revenue Courts) Act, 1937.

V—The United Provinces Legislative (Officers' Salaries) Act, 1937.

VI—The United Provinces Stay of Proceedings (Revenue Courts) (Amendment) Act, 1937.

VII—The Agra Tenancy (Amendment) Act, 1937.

VIII—The United Provinces Entertainments and Betting Tax Act, 1937.

IX—The United Provinces Agriculturists' Relief (Amendment) Act, 1937.

X—The Temporary Postponement of Execution of Decrees Act, 1937.

XI—The United Provinces Muslim Waqfs (Amendment) Act, 1937.

The following Acts were passed by the Provincial Legislature, during 1938 :

I—The United Provinces Sugar Factories Control Act, 1938.

II—The United Provinces Court of Wards (Amendment) Act, 1938.

III—The United Provinces Land Revenue (Amendment) Act, 1938.

IV—The United Provinces Maternity Benefit Act, 1938.

V—The United Provinces Legislative Chambers (Members Emoluments) Act, 1938.

VI—The United Provinces First Offenders Probation Act, 1938.

VII—The United Provinces Borstal Act, 1938.

VIII—The United Provinces Prisoners' Release on Probation Act, 1938.

IX—The United Provinces Stay of Proceedings (Revenue Courts) (Amendment) Act, 1938.

X—The United Provinces Public Gambling (Amendment) Act, 1938.

XI—The Almora Honorary Assistant Collectors' Decrees and Orders Validating Act, 1938.

XII—The Bengal Regulation Repealing Act, 1938.

XIII—The Abatement of Rent Suits Act, 1938.

XIV—The United Provinces Regularization of Remissions Act, 1938.

XV—The United Provinces Temporary Postponement of Execution of Decrees (Amendment) Act, 1938.

XVI—The United Provinces Melas Act, 1938.

XVII—The United Provinces Rent and Revenue (Relief) Act, 1938.

XVIII—The United Provinces Stamp (Amendment) Act, 1938.

XIX—The United Provinces Court-Fees (Amendment) Act, 1938.

11. Police

(See *the Report on the Administration of Police*, 1937)

General

42. Communal feelings remained strained throughout the year and the number of communal riots increased from 18 in 1936 to 32 in the year under report. The agitation by Sufnis against the ban on the recitation of *Madhe Sahaba* reached its climax and culminated in a riot on May 20, 1937, at Lucknow. A feature of the year was the labour and agrarian unrest resulting from unsettled political and economic conditions and the growing consciousness of its powers by the mass of the population. There were 17 cases in which the police used firearms in suppression of disturbances or in self-defence during the year as compared with 13 cases in 1936.

Crime statistics and investigation

43. Including pending cases and cases reported to courts there were 82,670 cases for disposal, an increase of 7,126 over the previous year's figure. The total number of cases investigated by the Police was 62,634 against 58,200; the percentage of convictions to investigations being 21·8 against 22·8; of convictions to cases tried out 84·6 against 86·2 and of persons convicted to persons arrested 51 against 57 in the previous year. The number of crimes per 10,000 population was 33 against 31·5 in 1936. The number of non-cognizable crimes was 135,048 including 43 political cases against 155,509 including 35 political cases in the year 1936.

Murder and culpable homicide

44. Excluding false cases and cases in which murderers committed suicide, the number of murder cases reported was 931 as compared with 793 in 1936; dacoits being responsible for 28 cases as against 37. The percentage of cases convicted to cases reported was 21 against 23 and of convicted to disposed of 58, the same as in 1936. There were 371 professional and premeditated murders against 305 in the previous year. There were 567 true cases of culpable homicide not amounting to murder as compared with 486 in 1936.

Rioting

45. The number of true cases of riots increased from 1,809 to 2,369 and this was the largest since 1931. The majority of the riots were due to disputes over land and to settle civil rights. The freedom with which compromises under section 107 were accepted was also considered to be one of the causes. Cawnpore registered 17 cases of riot in connexion with mill strikes.

Grievous hurts

46. The number of true cases of grievous hurt reported rose from 2,439 to 2,580. The percentage of cases convicted to cases disposed of was 84 against 89 in 1936 and 1935.

Dacoity

47. There was a substantial increase from 394 to 485 in dacoity, still the figure is well below what has been a normal figure in the past years. Arms were carried or used on 214 occasions in 1937 against 187 in 1936. They were used much more frequently than in 1936. There were 28 cases of dacoity with murder against 37. The percentage of convictions decreased from 26·8 to 21·07, but a large number of cases namely 247 were pending at the close of the year due to pre-occupation of courts and police.

Robbery

48. The number of robberies dropped from 488 to 463 or less than in any of the last several years. The percentage of convictions to reports was 25 against 29.

Burglary

49. There was an increase in the number of burglaries from 31,483 to 33,424 in 1937. The percentage of convictions to reports was steady at 12 and of cases convicted to cases disposed of and of persons convicted to tried out were 90 and 39 against 91 and 41 respectively in 1936. Rohilkhand Division districts showed the greatest increase. Unsettled conditions and the fact that practically every case of burglary or attempt at burglary was then reported to the police may be held to be responsible for the increase in the figure. The Gayer system of classification of burglaries was generally not considered to be helpful in the detection of this sort of crime.

Theft

50. The number of true cases of theft increased from 16,907 to 19,226 in 1937, which was largely due to closer reporting. The percentage of convicted to reported was 19, the same as in 1936. Eleven per cent. of the cases related to agricultural produce, 2,081 cases to cycles, 84 to firearms. There was an increase in the number of cattle theft from 3,429 to 3,964.

Other crimes

51. The total number of true cases of kidnapping increased from 690 to 745; the percentage of convictions to cases reported was 26 against 30 in 1936. There were 17 true cases of harbouring against 21 in the previous year. Nine of these ended in convictions. The number of true cases of poisoning rose from 44 to 73; this included 32 cases of professional poisoning against 18 in 1936. There were 70 and 5 cases of counterfeiting coins and currency notes respectively against 80 and 3 in 1936. The number of excise cases instituted by the police decreased from 1,968 to 1,782. The total value of the property stolen was Rs.38,75,622 or Rs.6,00,000 more than in 1936.

Surveillance and prevention

52. The total number of history sheets decreased from 42,788 to 41,740. 6,691 sheets were opened and 7,739 closed. The number of persons prosecuted under sections 109 and 110, Criminal Procedure Code, were 4,130 and 2,433 respectively.

Criminal tribes

53. The total population of criminal tribes at the end of the year was 1,449,569 consisting of 46 criminal tribes and 41 mixed gangs. Of these 41,016 only were registered members. Due to the reformatory influence of the *Panchayats*, which were organized in almost every district there was a substantial decrease of 302 in the number of persons convicted under the Criminal Tribes Act, but an increase of 104 against those convicted under the Criminal Procedure Code and Indian Penal Code. Exemption from registration fell by 116 and from restrictions by 605. The reduction of chaukidars was reported to have made surveillance difficult. The number

of Bauriahs absconding at the end of the year was 261, i.e. 34·57 per cent. The total population in Settlements was 3,451 against 3,499 in 1936. The percentage of this population to registered population was 5 and to the total criminal tribes population 23. The losses of the Salvation Army Settlement were reduced from Rs.2,022-1-4 to Rs.646-14-9. The Aryanagar and the Kalianpur Settlements made profits of Rs.93-2-7 and Rs.10,179-14-2 respectively. Primary education was given in settlement schools.

Absconders

54. The number of registered absconders fell from 2,450 to 2,437. Of the 548 wanted persons produced in Court, 201 surrendered voluntarily; no less than 278 had been registered in the year 1937, 141 in the previous year.

Railway Police

55. There was a decrease in the figures of true cases of both cognizable and non-cognizable crimes. There were 10 cases of heinous crime including 4 robberies, 3 poisoning, 2 murders and one culpable homicide. Running goods and passenger train thefts decreased while thefts from passenger halls and platforms increased slightly. Thefts from yards and miscellaneous thefts showed slight decrease. Figures for accidents and suicides did not show any marked fluctuation except that the casualty roll of one killed and 13 injured in 18 accidents to trains was very low.

Criminal Investigation Department

56. Twenty-five cases in all were handled during the course of the year; of these 12 were pending from the previous year. Only one trial was completed but there were 8 under trial at the close of the year. Seven were not sent up due to lack of adequate evidence, etc. and 3 remained undetected. Inquiries were refused in 4 cases for want of officers. In several cases assistance by the Criminal Investigation Department was rendered to the District Police. Terrorism showed further signs of decreasing attraction. Sixteen revolutionary suspects were convicted under the Indian Penal Code and other laws. The volume of communist propaganda was considerable and broadened its basis of appeal. There was an increase in

the number of followers of communism. On 37 occasions literature emanating from communist sources came to notice. Allahabad, Benares, Cawnpore, Jhansi, Lucknow and Meerut continued to be the main centres of communist propaganda. Fourteen persons of known or suspected communist tendencies were convicted or bound over.

Police Training

57. Out of the 101 cadets admitted to the 1937 session 92 cadets passed the final tests. Six probationary Assistant Superintendents of Police and 7 probationary Deputy Superintendents of Police—one of the former and five of the latter belonging to the Indian States—were under training. Officers were allowed to enjoy the vacation in June and were sent for practical training in districts in the months of January and February instead of in June and July. Four sergeants underwent the usual course of instruction. The Police Training College continued to serve as a training centre for the Province in order to maintain supply of physical training instructors, remounts, etc.

Village Chaukidars and Headmen

58. The inadequacy of the number of chaukidars was felt and a proposal to replace them by regular police was under consideration by the Police Committee. The number of headmen rewarded increased from 98 to 142 and of those convicted of criminal offences decreased from 33 to 18. There was, however, a complaint that adequate assistance was not received from the headmen.

Motor traffic

59. The number of private motor cars and bicycles licensed for the first time during the year was 1,775 and 161 respectively bringing the total number to 12,011 and 933 respectively. There were on the roads 3,326 public buses and 447 motor cars of which 761 and 59 respectively were registered for the first time. There was an appreciable increase in the number of driving licences issued or renewed which was 20,553. The total Police receipts of all kinds under the Motor Vehicles Act was Rs.1,04,512. For offences under the Motor Vehicles Act, 412 vehicles were suspended and 411 licences were endorsed. There were 5,706 prosecutions of which

3,132 ended in convictions, against 5,470 and 3,030 during the previous year. The number of persons killed as a result of motor accidents was 176, of injured persons 897 against 218 and 862 in 1936.

Strength and cost of Police

60. The scheme for the abolition of the Civil Emergency Reserve, the re-organization of the Mounted Police and the centralization of the training of recruits were completed during the year and considerable progress was made in reducing and reallocating watch and ward staffs in about a dozen cities. The estimated cost of the Force for the financial year 1937-38 was Rs.1,67,60,844 of which Rs.1,66,10,426 only was spent resulting in a saving of Rs.1,50,418.

Discipline and rewards

61. Apart from orderly room punishments, 557 officers and men were punished departmentally by dismissal or reduction where 33 were punished after judicial trial. Seven sub-inspectors, 12 under-officers and 37 constables were punished departmentally, for corruption, ill-treatment or extortion. Discipline in force continued to be good and there were lesser punishments than in the previous year. Forty-seven persons escaped from police custody of which 41 were re-arrested. Cash rewards amounting to Rs.1,05,748 were distributed to officers and men of the subordinate police for courageous action and for otherwise meritorious or arduous service. A sum of Rs. 12,341 was paid to private persons.

Buildings

62. There were provisions of Rs.1,94,300 in the Public Works Department budget and Rs.4,32,066 in the Police budget on account of buildings.

12. Criminal Justice

(See *reports of the High Court of Judicature at Allahabad and of the Chief Court of Oudh on Criminal Justice for the year ending December* 31, 1937.)

(*a*) AGRA

63. The number of sessions divisions remained 19, the same as last year. Besides the judges in charge of these divisions, a few temporary civil and sessions judges worked at

11 places for varying periods. Excepting crimes against public health and safety, there was an increase in almost all the important classes of crimes, with the result that the total number of offences under the Indian Penal Code reported during the year increased to 78,680. The total number of cases reported under the Code of Criminal Procedure, and special and local laws, however, decreased to 129,737.

Number of trials

64. The total number of persons under trial before magistrates was 277,051. Of these 128,241 were acquitted, 131,249 convicted, 6,089 committed to sessions and 11,318 remained under trial at the end of the year. Out of 137,959 under trial for offences under the Penal Code, 32,007 were convicted and 96,289 acquitted.

Duration and result of trials

65. Of the persons convicted, 17,512 were punished with imprisonment, 108,753 with fine and 584 with whipping. In addition, 10,628 persons were required to give security. The number of cases disposed of during the year was 152,121 against 163,704 in the previous year.

Punishments

66. The number of persons bound over for peace increased to 6,075, but of those for behaviour decreased to 4,513. The number of witnesses examined in magisterial courts increased to 229,521, while of those examined in the courts of sessions decreased to 24,533. The average duration of cases in all the courts rose from 6 to 9 days. There was an increase of 1,457 in the number of cases pending for more than six weeks, the total number being 4,720. 2,863 offenders were released on probation.

The number of persons sentenced to death by sessions courts fell from 219 to 150. Sentences on 54 of these were confirmed by the High Court; 33 were released; in the case of 38 the sentence was modified; and two were ordered to be tried afresh; 37 persons in all were executed. There was a decrease of 60 in the number of persons sentenced to transportation for life, the total number being 213. The number of persons sentenced to whipping fell from 854 to 638. The total amount of fines imposed in the sessions courts fell to Rs.31,396.

The total fines imposed in the magisterial courts amounted to Rs.8,36,010. The amount ordered to be paid as compensation amounted to Rs.950 in the sessions courts and to Rs.33,276 in the magisterial courts.

Appeals and Revisions

67. 25,576 appellants appeared before the courts of which 3,068 appeared before the High Court. The duration of appeals before the High Court was 104 days. Out of a total number of 271,758 cases disposed of in the province, 129,833 were decided by the honorary magistrates—a fairly good contribution.

(*b*) OUDH

Number of trials

68. The decrease in the number of offences reported in the previous year could not be maintained and the total number of offences during the year rose by 4,865 to 88,106. Offences under the Indian Penal Code increased to 24,438, those under the preventive sections of the Code of Criminal Procedure to 3,535, and those under special and local laws to 60,143. 102,174 persons were actually tried of whom 52,537, i.e. about 51 per cent. were convicted. Offences under the Indian Penal Code represented about 28 per cent. of the total number reported in the Province.

Result of trials, and punishments

69. Demanding of securities to maintain peace was responsible for 1,538 cases, involving 9,102 persons. Out of 8,575 persons sent up for trial, security was demanded from 2,362. Proceedings demanding security for good behaviour were taken against 1,613 persons. Security was demanded from 1,446 persons out of the 1,561 tried during the year.

The total number of cases awaiting trial during the year fell to 65,720, but the number of persons involved therein went up to 106,088. Average duration per case increased from 6·6 to 7 days. The honorary magistrates disposed of 41,140 cases involving 57,220 persons.

The number of sessions cases was 747 same as in the previous year. The courts decided 612 cases. The average duration of sessions trials increased from 63 to 65·5 days.

Death sentences were passed on 61 persons. Those sentenced to transportation for life numbered 146. Fines were imposed on 42,406 persons; the amount increased to Rs.2,20,984. The number of persons sentenced to corporal punishment increased from 152 to 164. These included 22 juveniles punished with whipping. The number of first offenders dealt with under section 562, Criminal Procedure Code was 2,479.

Out of the 73,644 witnesses summoned in the magistrates' courts, 63,102 were examined, and 8,496 out of the 10,889 summoned in the sessions courts.

Appeals and revisions

70. There was a decrease in the work of sessions courts on the appellate side. The Chief Court also shared it, where only 367 appeals were instituted during the year by 578 persons.

13. Prisons

(See *the Report on Prison Administration of the United Provinces for* 1937.)

General

71. There were many improvements in prison administration during the year under review. The number of jails remained the same throughout the year. In the beginning there were 30,821 prisoners of all classes; to these 84,283 were added during the year. Out of the total number of prisoners, 88,638 were discharged, leaving a balance of 26,466 prisoners at the end of the year. The total daily average population in prisons fell to 29,782, the decrease being due to the jail delivery ordered by Government towards the end of the year.

Jail population

72. The number of juveniles under 21 years of age recorded a satisfactory decrease of 128 from the last year's figure, the total number being 3,011. The greatest number of prisoners belonged to the group between 22 and 30 years of age. Literates and illiterates were respectively 3·38 and 96·62 per cent. of the admissions during the year.

Improvements

73. The Juvenile Jail School at Bareilly made much progress during the year under review. A music class was started where 15 juveniles were trained. Agricultural and poultry farming classes were also started and simple religious instruction was imparted to prisoners. In addition, boys were taught useful industries like tailoring, smithy, weaving, shoe-making, *durrie*-making and weaving of *newar* and carpets. Arrangements were also made for instruction in physical exercises.

Financial

74. The total expenditure during the year was Rs.23,79,271, an increase of Rs.56,496 over last year's figure, mainly due to the very high prices of grains. Average cost per head rose from Rs.74-12-11 to Rs.79-14-2.

75. Of the discharged prisoners, 59·56 per cent. gained in weight, while 30·37 per cent. remained constant. But, generally speaking, health conditions were quite satisfactory in almost all the jails.

Jail conditions in the Province

A comparative statement

Health

In spite of an unhealthy year the health statistics of United Provinces Jails in 1938 showed a great improvement. In the Province there was a severe epidemic of cholera and plague. The death rate which was 7 per mille was the lowest in the history of the jails of the United Provinces with the solitary exception of the year 1933 when it was 6·6 per mille. The daily average number of sick of all classes was 497·3 or a ratio of 17·2 per mille.

These figures compare as follows with corresponding figures for the two preceding years :

Year	Daily average of the sick per mille	Deaths per mille
1936	20·9	8·2
1937	17·9	7·7
1938	17·2	7

In this connexion it is interesting to note that out of 27,892 convicts released during the year under report 15,770 had gained weight, i.e. 56·53 per cent. and 33·59 per cent. remained indifferent, i.e. they neither gained nor lost weight. Below is given a comparative table for three years :

Year	Convicts released during the year	Gained weight	Lost weight	In-different	Percent-age of those who gained weight to persons released	Percent-age of those who were in-different to persons released
1938..	27,892	15,770	2,751	9,371	56 per cent.	35·59 per cent.
1937..	32,897	19,594	3,311	9,992	59	30·37
1936..	31,683	18,189	3,208	10,286	57·4	32·46

The year opened with a population of 26,466. Taking the population of the United Provinces as 49,614,833 according to the Census taken on February 26, 1931 the daily average number of convicts during the year under report comes to 0·47 per mille of the free population against 0·51 in 1937.

The decrease in the daily average population is due to a jail delivery which was sanctioned by the Government towards the close of the previous year. Besides this many old and infirm were released by the Government.

During the year the cash profits of factories amounted to Rs.1,89,043 against Rs.1,66,312 in 1937. Cash profits would have been much higher had an extra blanket to each prisoner been not supplied. Factories supplied goods to the value of Rs.2,49,773 on which no profit was charged.

A regular campaign was started in the central prisons in the latter part of the year 1937 to promote adult education But the scheme was still in its infancy before the year closed. Vigorous steps were taken during the year under report to make the scheme a success.

The prisoners under education have been supplied with reading and writing material and a blackboard was also provided in every barrack and in certain cases at every berth. As an incentive prisoners showing a special aptitude were granted extra remissions. Out of 10,869 prisoners confined in all the six central prisons 8,098 are under education and a good number of them has begun to read primary books.

In certain district jails efforts to promote education were made with the help of the convict teachers and some of them showed very good results.

Besides literary instructions, lectures in hygiene and first aid were also delivered in central prisons by the Public Health Department and the Red Cross Society. Scouting was a special feature in a few jails.

14. Civil Justice

(See *the Reports on the Administration of Civil Justice for Agra and Oudh for the year ending December* 31, 1937, *and the Report on the Working of the Civil Courts in the Kumaun Division for the year* 1937.)

(*a*) Agra Province

Suits

76. The total number of original suits instituted in subordinate courts was 149,538. The decrease in the number of suits for recovery of money or moveable property from 11,305 to 10,796. The number of suits for immoveable property also decreased by 509, the total number being 10,796. The reduction in both the cases was attributable, mainly, to the debt legislation and the general economic depression in the country. The value of suits in subordinate civil courts was Rs.5,46,45,150. The duration of cases increased from 136 to 144 in the munsifs' courts, but decreased in the courts of civil judges from 176 to 149.

Appeals

77. The number of appeals decreased by 234 to 9,046. The total number of regular appeals for disposal by the High Court increased from 7,084 to 7,277. The number of

Full Bench references during the year was 39, including 13 pending from last year. Of these, 16 were decided during the year.

Administration

78. The number of judges at the High Court remained 11, though there were important changes in the personnel. Sir S. M. Sulaiman left the High Court in September to join the Federal Court at Delhi. Sir J. G. Thom, who succeeded him to the position of the Chief Justice, was on deputation to conduct the Bihta disaster enquiry.

Execution of decrees

79. The number of courts of honorary munsifs, which worked during the year, was 35 ; of these 18 were benches only. 12,445 suits were disposed of by these courts. The number of insolvency cases before subordinate courts decreased to 2,739.

Debt Legislation of 1934

80. Decisions under the Debt Legislation of 1934 went a long way towards relieving the distress of debtors. Provisions of the Usurious Loans Act were applied in cases in which the rates of interest were found to be excessive. Some district judges commended the advisability of establishing uniformity in the rates of interest which could not be attained even after the Act had been amended by Act XXII of 1934.

(*b*) Oudh Chief Court

Administration

81. Sir Carlton Moss King retired on October 20, 1937, and was succeeded by Sir B. N. Srivastava.

Suits

82. Consistently with the decrease in the disposal of regular and small cause court suits in subordinate courts, institutions under the main heads decreased in the Chief Court also. First appeals decreased from 136 to 124 ; second appeals from 556 to 553 ; and civil revisions from 353 to 290.

Five original suits of the total value of Rs.92,60,848 were instituted during the course of the year. Two of the ten original suits were decided involving a sum of Rs.46,40,836. Eight divorce cases, 3 testamentary cases, 5 commercial cases and 2 under the Indian Trusts Act, 1882, were also decided by the Chief Court in exercise of its original jurisdiction.

During the year under review, five courts of permanent munsifs were abolished with effect from May 15, 1937. The Debt Acts threw a good deal of extra work upon judiciary. Work under the United Provinces Encumbered Estates Act, also increased considerably.

An outstanding feature of civil litigation during the year was a marked decrease in institutions, being the lowest yet recorded. The reasons for this were weakened economic condition of the classes that usually go in for litigation, heavy institution of suits under the Debt Act, and the Stay of Proceedings Orders.

Execution of decrees

83. The total value of all kinds of suits instituted in subordinate courts declined from Rs.8,85,53,160 to Rs.2,49,32,505, i.e. by about 72 per cent., the total number of suits going down by 19 per cent.

The variations from the previous year in the average duration of cases decided by the courts increased considerably except in the courts of civil judges exercising small cause court powers only. This increase seemed to be due to the lengthy procedure followed in suits under the Encumbered Estates Act.

Appeals

84. The decrease in the decisions of the regular civil suits was accompanied by a decrease in the number of appeals instituted in the lower appellate courts.

Debt Legislation of 1934

85. In all, there were 24 honorary munsifs' courts during the year. The number of insolvency applications before the courts fell from 509 to 435. Several Debt Acts were enforced about the middle of the year 1935.

(c) KUMAUN

Of the executive cases arising out of civil suits instituted prior to April 1, 1926, that were still pending before the civil courts in the Almora and Naini Tal districts, the total number of applications for the execution of decrees was 36. Of these 26 were disposed of. The total amount realized with issue of process was Rs.229-13-3.

15. Registration

(See *the Note on the Administration of the Registration Department for the year* 1937.)

Administration

86. There was no change in the number of district registrar's offices which stood at 32. The number of sub-offices was raised from 205 to 206. Most of the sub-offices were under departmental sub-registrars and a scheme was approved under which the remaining few would also become departmental offices in the near future.

Registration

87. The total number of documents of all classes registered was 178,596, as compared with 194,833 in 1936.

Financial

88. The total gross income of the department was Rs.9,75,235 as compared with Rs.10,62,348 in 1936. Total expenditure was Rs.4,79,158 as compared with Rs.4,62,990 last year.

Prosecutions and departmental action

89. No prosecution was resorted to in 1937. Departmental action was, however, taken aganst certain sub-registrars and registration clerks. Revision of the scales of fees charged for registration work was undertaken, in view of the steady fall in registration income since 1933 from 12·77 lakhs to 9·75 lakhs in 1937.

16. District Boards

(*For the year ending March* 31, 1938)

General

90. There was no change in the constitution of the district boards and no general elections were held. There were, however, a few bye-elections, but even these were enough to exhibit the usual acrimonious party feeling. The general conclusion drawn from a perusal of the several reports was that members did not take active interest in their work. It was quite a common habit for them to sponsor the organization of sub-committees with specific purposes and after they had been organized to lapse into indifference.

Administration

91. All the district boards of the Province taken together accounted for local self-government of an area of 106,248

square miles with a population of 44,806,927. The Kumaun Division had the largest area (13,722 square miles) under the jurisdiction of district boards, but Gorakhpur had the greatest number of persons (7,139,747). All the 48 chairmen were elected. Of the members, 19 were *ex officio*, 143 nominated, and 1,407 elected.

Meetings and attendance

92. In all, 789 meetings were held of which as many as 145 were abortive for want of a quorum, while 65 were adjourned. The average percentage of members present at any meeting was as low as 55·85. Gorakhpur Division was the worst offender in this respect, having an average attendance of 38·16 only. Allahabad showed the best results with an average attendance of 68·67 per cent. at any one meeting.

Finance

93. The total income of all the district boards, excluding the opening balance and other extraordinary items, decreased from Rs.1,94,77,984 to Rs.1,94,15,415. The opening balance of Rs.28,37,418 showed a slight increase over last year's ; the total represented by extraordinary and debt receipts was Rs.4,40,237, again a moderate increase over the last year's figure. The total receipts, thus, increased from Rs.2,24,62,343 to Rs.2,26,93,070. The average incidence of taxation per head of population was 2 annas 10 pies, showing a slight decrease from last year's average of 2 annas 11 pies. Total disbursements amounted to Rs.1,98,25,102 as against Rs.1,96,24,946 last year, including respectively Rs.2,13,310 and Rs.3,24,295 representing extraordinary and debt items. The total closing balance at the end of the year was Rs.28,67,469 as against Rs.28,37,397 last year. Investments represented Rs.20,27,636 and permanent advances Rs.33,386.

Education

94. Education necessitated a total expenditure of Rs.1,13,10,243, a definite increase over last year's expenditure of Rs.1,11,06,444 ; the cost per scholar being Rs.9-4-8 during the year under review. The total number of students increased from 1,196,028 to 1,217,524, the average per thousand of population rising from 26·71 to 28·68. Most of the institutions

received help from district boards, though not a few of them were directly managed by the boards themselves.

95. The only noteworthy comment on the administration of the district boards was that, apart from difficulties resulting from party feeling and bad finances, most of the troubles were the result of the members' failure to visualize their functions as a complete unit in a wider perspective. This was responsible for the keenness to advance education at the cost of communication; and it was also responsible for the passive attitude of boards to financial problems that was very usual. On the whole, the whole administration could not be better described than by the Benares Commissioner's word "humdrum". The most discouraging features exhibited themselves in the administration of pounds, and the circumstance and property tax. In regard to the first, the Commissioner of Allahabad pointed out that the primary justification for the establishment of a pound was to protect crops and to prevent breaches of peace consequent on cattle trespasses. The boards did not appear to realize their importance in the village economy of the Province. Indifferent attention was paid to their regular administration. A surprising illustration was supplied by Ballia pounds where 548 heads of cattle were sold for Rs.563 only. Improvements could be effected only by a better selection of personnel of pound-keepers and more stringent inspection.

General tendencies

Pounds

96. The circumstance and property tax was a principal source of income in several boards. But enough attention was not paid to its proper administration and huge amounts of arrears were left to be realized. Its administration had reached the magnitude of a scandal in Mirzapur where its collection cost over 47·51 per cent. There were difficulties in realization from sugar mill employees in Sitapur and from railway employees in other places. The Bareilly Board continued to go down in the public eye on account of scandals in connexion with this tax, and its education committee.

Circumstance and Property Tax

97. The financial policy of the Farrukhabad Board was reckless and the amount at the absolute disposal of the board

Conclusion

was much below the prescribed minimum. The boards should have realized the need of living within means and of according fair and even treatment to all the departments. Certain boards like those of Hardoi and Rae Bareli had large reserve funds which were useless, unless they were being kept for some specific purpose.

Certain boards in Gorakhpur and Jhansi Divisions were run efficiently and yet well within their means. Rohilkhand Boards were typical examples of mismanagement.

17. Village Panchayats

(*For the year ending March* 31, 1938)

Number of panchayats

98. The number of village *panchayats* increased from 4,294 at the beginning of the year to 4,408 at the end. All the divisions, excepting Benares, Jhansi, Rohilkhand and Meerut, shared the increase. The decrease was most marked in Benares and Rohilkhand, while Allahabad showed the greatest increase.

Cases

99. The number of cases instituted during the year declined from 85,399 to 67,233 ; the main causes being the Stay Orders, the discouraging economic conditions, and propaganda by the Congress. The decrease, too, was most marked in the Rohilkhand Division. The total number of cases disposed of during the year was 67,819—quite a satisfactory figure in comparison with the figure for new institutions. The disposal of cases, however, was not very satisfactory on account of the large number of cases left in arrears at the end of the previous year. On the whole, however, the judicial work of *panchayats* was quite satisfactory.

Public utility works

100. Sanitary and public utility works were undertaken in all divisions in varying degrees. A popular work, however, was the maintenance of medical chests and first-aid equipments. Almost all the *panchayats* were self-supporting ; grants from Public Health Department, nonetheless, were made use of in certain cases.

Inspections

101. Inspections by revenue officers and officers of the Public Health Department continued and resulted in the weeding out of inefficient *panchayats* and the encouragement of sound ones. A selected number of good *panchayats* were granted enhanced powers under section 24 of the United Provinces Village Panchayats Act, 1930. Party factions, undoubtedly, were responsible for some distrust among villagers, particularly in the Lucknow Division. Nevertheless, the progress made by the general body of *panchayats* was quite satisfactory. A few districts organized inter-*panchayat* conferences. In one of these conferences, the ambitious idea was mooted that *panchayats* should establish commercial museums in their villages.

18. Municipal Boards

(*For the year ending March* 31, 1938)

Constitution

102. The number of municipalities continued to be 85, as in the previous year. No marked departure from last year's conditions took place in the composition of the various boards or in the limits of their jurisdiction. Excluding the municipalities of Fyzabad and Rohilkhand Divisions, all other municipalities of the Province held 1,678 meetings in all. This number is certainly large. Of these 120 meetings were adjourned, and 110 (as against 121 in the previous year) proved abortive for want of quorum.

Finance

103. The total income, excluding opening balances and extraordinary items, was Rs.178·07 lakhs, as compared to the last year's total income of Rs.178·18 lakhs. Total expenditure, was 189 lakhs ? Octroi, as usual, was the greatest source of income to the boards in general ; conservancy being the chief item of expenditure. Not much in the nature of capital expenditure was incurred and the loans raised were few. An undesirable tendency among the boards was to incur more than the budgeted expenditure.

INDIVIDUAL BOARDS (*a*) Allahabad Division

104. Attendance of members was quite satisfactory in the Allahabad Division, though Fatehpur led in this respect.

Divisional receipts, excluding the opening balance, fell from Rs.44,11,722 to Rs.43,64,066. The closing balance exceeded the prescribed minimum in all boards except Farrukhabad and Kanauj. Collection work was most satisfactory in Fatehpur, but most unsatisfactory in Kanauj. Total expenditure, excluding extraordinary and debt items, increased from Rs.38,74,877 to Rs.42,24,754. The highest percentage, viz. 55·1, of expenditure was for "Public Health and Convenience." "Public Instruction" ranked second with 18·01 per cent. The increase in total expenditure was deplorable, even after making allowance for the fact that it was mainly due to expenditure on works of public utility and convenience. At Cawnpore, new water-mains were laid down in the Sisamau area, and the Board of Public Health, United Provinces, sanctioned Rs.22,25,384 for a project for the improvement of water supply in Cawnpore. Allahabad Board spent much money on the improvement of one of its important roads.

(b) Jhansi Division

105. Meetings and attendance were quite regular in the Jhansi Division. The total income rose from Rs.4,41,079 to Rs.4,65,390, and expenditure from Rs.4,52,047 to Rs.4,68,604. Conservancy arrangements in most of the municipalities left much to be desired.

(c) Lucknow Division

106. In the Lucknow Division, meetings and attendance this year were not as satisfactory as they were in the previous year. Total income fell from Rs.27,02,371 to Rs.26,80,199, Lucknow itself being responsible for the major portion of this decrease. The expenditure, on the contrary, increased from Rs.27,02,443 to Rs.29,54,822. Most of the money was spent on measures relating to public health, convenience, safety and instruction. Lucknow Board spent Rs.3,73,279 on water supply capital outlay. The general financial position of the Board was quite insecure.

(d) Benares Division

107. Collection, however, deteriorated in all the municipalities except Jaunpur. Total divisional income fell from Rs.14,63,241 to Rs.14,22,295, and expenditure from Rs.20,00,717

to Rs.19,65,534. Quite a large amount was spent on the newly started waterworks and lighting arrangements in Jaunpur. The percentage for expenditure on public health was the highest. General health conditions were satisfactory except in Jaunpur and Ballia where epidemics broke out. In this division, Ghazipur was the only Board with an insecure financial position and unless radical improvements were effected, the Board would find itself in difficulties.

(e) Agra Division

108. The total income in the Agra Division was Rs.19,63,231 against Rs.19,46,023 in the previous year. The most important increase was in the income of the Muttra Board. The Agra Board repaid two loans out of its surplus balance of last year. The total disbursements for the year, in the division, amounted to Rs.2,38,471 ? against Rs.21,09,233 in the preceding year. The financial position of the Aligarh Board was very unsatisfactory.

(f) Fyzabad Division

109. The total income in the Fyzabad Division rose from Rs.5,36,517 to Rs.5,59,240, Fyzabad alone contributing nearly half the amount. Total expenditure also rose from Rs.5,38,954 to Rs.5,65,966. Tanda was in a bad financial condition ? Fyzabad was the only Board maintaining regular water supply. Great improvements were required in lighting arrangements throughout the Division.

(g) Gorakhpur Division

110. Gorakhpur Division experienced a slight decrease in its total income, which stood at Rs.2,63,117. The total expenditure rose from Rs.2,52,850 to Rs.2,71,605. Gorakhpur Board was also in an unsatisfactory financial position.

(h) Meerut Division

111. There were minor administrative and constitutional changes in the Meerut Division. The total income amounted to Rs.29,49,315 against Rs.27,31,273 last year, Roorkee and Saharanpur alone failing to contribute towards the increase. Collections were the best in Hardwar. Total expenditure showed a further rise to Rs.35,97,593, a major portion of the increase being due to expenditure on better lighting arrangements.

112. Total income of the boards in the Kumaun Division was Rs.5,67,495 against Rs.6,27,193 in the preceding year. Expenditure rose from Rs.5,26,918 to Rs.5,37,806.

(*i*) Kumaun Division
(*j*) Rohilkhand Division

113. In the Rohilkhand Division, the income of municipalities fell from Rs.21,38,198 to Rs.21,31,407. There was a further fall in the collection percentage this year which stood at 82·49 per cent. of the demand, but the expenditure increased by Rs.1,06,000. There was still much room for improvement in administration.

Conclusion

114. In conclusion, it might be said that municipal administration in the Province was not up to the mark. Protection against fire, though one of the primary duties of municipalities did not receive enough attention, roads continued to be neglected, and education monopolized the attention of all the zealous members. Enthusiasm, good in itself, must not be allowed to over-rule financial considerations.

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19. Improvement Trusts

(See *the Annual Administration Report of the Cawnpore, Allahabad and Lucknow Improvement Trusts for* 1937-38.)

Cawpore

115. During the past six years, the Cawnpore Improvement Trust had done an amazing amount of work : it had developed 916 acres ; built 34 miles of road ; and constructed 68 miles of surface drains, 9 miles of sewers and 13½ miles of under-ground water drains. Since the creation of the Trust in 1920, 14,351 houses had also been constructed.

Special emphasis was laid on the work of slum clearance by the Improvement Trust resolution no. 25 of May 24, 1937, under which a sub-committee was formed for the purpose. It included members from the Municipal Board as well.

The budget of the year provided for an income of Rs.16,77,255. The net annual income was Rs.11,60,044, and gross expenditure amounted to Rs.15,68,653.

Allahabad

116. The opening balance of the Allahabad Trust on April 1, 1937, was Rs.5,47,699. In addition, it held properties of the approximate value of Rs.10,72,202. The year closed with a total cash balance of Rs.3,79,636; the total assets of the Trust at the end of the year being Rs.18,65,460. The net income during the year was Rs.3,34,822 and the total expenditure Rs.7,02,885.

Lucknow

117. The budget estimates of the Lucknow Improvement Trust for 1937-38, as sanctioned by Government on May 31, 1937, provided for an income of Rs.5,07,515, excluding the anticipated opening balance of Rs.8,25,000 which included invested funds. The total budgeted expenditure was Rs.7,10,815. The actual receipts during the year amounted to Rs.2,95,383 and expenditure to Rs.3,64,356. The amount outstanding on account of Government loan was Rs.10,23,771 at the beginning of the year and the first instalment of Rs.50,000 was paid during the year.

CHAPTER IV—PRODUCTION AND DISTRIBUTION

20. Agricultural Produce

(See *the Season and Crop Report for the Fasli year* 1345 *ending June* 30, 1938.)

Character of monsoon

118. The monsoon became quite active from the last week of June and, so far as rainfall was concerned, a good start was given to the agricultural operations. By the end of August *kharif* crops suffered to some extent in the flooded areas of the eastern districts. In general, the *kharif* season was of the type associated with large area and fair yield. For *rabi*, however, there was insufficient moisture to prepare a seed bed and need for irrigation was felt over a large part of the province, except in the eastern districts where excessive rain proved very unfavourable for *rabi* sowings. The *rabi* season may well be described as having been unfavourable for sowings and favourable during maturity.

Cultivated area

119. The cultivated area exceeded that of the preceding year by 4,119 acres, the increase being shared by all except Agra, Allahabad and Lucknow Divisions and the Naini Tal District. Of the total area of 605 lakhs of acres, about 99 lakhs were classed as culturable waste, other than fallow, and 96 lakhs were not available for cultivation. The *kharif* area exceeded that of the preceding year by 461,009 acres, the increase being partaken of by all the divisions except Meerut, and Agra and the Naini Tal District. A special feature of the year under report was that the area under sugarcane, which had risen during the past two years, fell by 11·5 per cent., but it was still 65 per cent. above the accepted normal area. Obviously, the tendency to over-production was checked. The area under cotton fell below the preceding year's area by 16 per cent., and below the accepted normal by 45·3 per cent. Among *rabi* crops, the area under linseed gained much of the ground that it had lost during earlier years. The area

under rapeseed declined considerably. Wheat area recorded a rise of 4·3 per cent. over the preceding year's figure and 13·8 per cent. over the normal area.

The net irrigated area rose from 10,156.516 acres to 11,556,143 or by 13·8 per cent. Of the total irrigated area, 46 per cent. was irrigated from wells, a little over 33 per cent. from canals and about 21 per cent. from other sources.

Yield of crops

120. Outturn of all the crops except *juar*, *bajra* and sugarcane improved. Outturn of rice was the same as in the preceding year. The condition of agricultural stock was, on the whole, satisfactory and fodder supplies were excellent. Cattle diseases prevailed more or less throughout the year.

Prices

121. The price of rice continued to oscillate between 9·5 and 7·5 seers a rupee, but stood more frequently at 8 seers. Wheat started at 11·5 seers per rupee in the beginning of the agricultural year, and remained more or less steady for a few months. Then, by February 1938, it started falling till it stood at the low figure of 13·5 seers a rupee in June, 1938. For other crops also, the year opened with high agricultural prices, which, after remaining steady for a few months, fell in various degrees, at the end of the year.

21. Irrigation

(See *the Report on the Administration of the Irrigation Department for the year ending March* 31, 1938, *and the Season and Crop Report for the year ending June* 30, 1938.)

Capital outlay

122. The capital outlay (direct and indirect) incurred on all canal systems in the Province to the end of the year was Rs.25,72,27,571 on productive and Rs.3,67,69,387 on unproductive works, making a total of Rs.29,39,96,958. On the productive works, expenditure was mainly incurred on the Ganges, Agra and Sarda Canals, State tube-wells, Ganges Canal Hydro-electric Grid Scheme, Fyzabad Electricity and Gogra Pumping Scheme. Under the head ' unproductive ' several new useful channels were constructed in Bundelkhand and Mirzapur.

Finance

123. The gross revenue direct and indirect, realised in 1937-38 from all the irrigation works was Rs.2,45,52,776 and the net revenue Rs.1,40,40,802, corresponding figures for the previous year being Rs.2,50,84,216 and Rs.1,51,32,886 respectively. The drop in revenue was due (i) to decline in the area irrigated in *rabi* 1936-37 as a result of good rainfall in 1936, and (ii) to increase in working expenses owing to more tube-wells being energised during the year. The net revenue from productive works showed a return of 5·61 per cent. on a capital expenditure of Rs.25,72,27,571 ; and, after paying interest charges, the net profit was 1·55 per cent. Corresponding figures for last year were 5·79 per cent: and 2·03 per cent. respectively. On ' unproductive ' canals, the loss was 2·54 per cent., as compared with 1·65 per cent. in the preceding year.

Irrigated area

124. The total area irrigated by all the canals in the United Provinces in 1937-38 was 5,188,265 acres as compared with 3,850,544 acres in 1936-37. The increase was mainly due to good supplies of irrigation water and also to more tube-wells coming into operation during the year.

Extent of work

125. Including the power house at Chitaura, which was opened in April, six canal power stations out of seven provided in the Ganges Canal Grid Scheme, were in operation throughout the year. The steam station at Chandausi with a capacity of 9,000 kilowatts was also completed during the year. The maximum peak load was 21,323 kilowatts as compared with 13,014 last year. The total number of units sold was 49,337,508 (an increase of 17,804,410 units or 56·8 per cent.) giving a yearly load factor of 26·3 per cent. as compared with 27·6 per cent. of last year. This lowering of the load factor was due to the fact that the full demand for irrigation lasted for a short period only and for the major portion of the *rabi* season demand for irrigation was small.

State tube-wells

126. 287 tube-wells were completed during the year, bringing the total to 1,454 state wells which were

in operation at the end of the year. The total irrigated area was 418,583 acres as compared with 187,656 acres in the preceding year.

Experiments in Fyzabad and Bara Banki districts, started to investigate the possibilities of making tube-well irrigation financially successful, were given up, for it was discovered that even if the pumps on these wells were electrically operated they would not be remunerative.

There were no heavy floods in the rivers harnessed for canal supplies except in the upper reaches of the Ghaghar river where a high flood occurred at the end of July, 1937.

22. Agricultural development

(See *the Report of the Department of Agriculture for the year ending June* 30, 1938)

127. An outstanding event of the year was the decision to start 500 new seed stores with the necessary staff under the Rural Development Scheme out of which 379 actually started working.

Cultivated area

128. The total area under different crops during the year was 44,042,518 acres which was 1 per cent. less than the last year's and 3 per cent. more than the average of the last 30 years. The area cropped more than once was about 8,500,000 acres or 24 per cent. of the net cropped area of 35,542,000 acres. Area under wheat increased by 325,000 acres followed by a corresponding decrease under barley. The area under non-food crops decreased by 323,000 acres. The areas under sugarcane and cotton were 2,181,000 and 581,810 acres respectively. Welcome increases were seen in the areas sown with oil seeds (other than rape) and fodder crops.

Seed, manure and appliances

129. 2,398,157 maunds of improved seeds of all kinds including 1,953,764 maunds of sugarcane were distributed. 876 maunds of improved, imported and tested varieties of English seed potatoes were distributed for multiplication in the hill districts. The supply of fertilisers totalled 63,716 maunds. About 50,000 improved type of implements and

parts of implements were distributed which included 6,381 ploughs, 28,750 plough shares, 5,462 chaff cutters, 1,031 harrows and hoes, 57 cultivators, 1,247 Persian wheels, 40 Olpad threshers, 424 sugarcane mills and other appliances.

Agricultural Engineering

130. The total number of farms and plots run by the department was 38. The number of private farms which worked under the supervision, advice or assistance of the department was 1,372. Steps were taken to eradicate red rot disease of sugarcane from the districts of Sitapur, Kheri, Gorakhpur and Gonda, and supply of healthy seed from outside was undertaken. The eradication of *kans* by tractor ploughing was demonstrated in the Jhansi district. Compost making, conservation of irrigation water and green-manuring formed some of the most important items demonstrated on cultivators' lands. The section of agricultural engineering was responsible for completing 402 tube-wells. An outstanding achievement in Tarai and Bhabar areas, where they proved a great boon, was the development of artesian wells, nearly 30 in number, supplying potable water from deeper layers. Another important activity was the boring of open masonry wells, which improved supplies of village wells. The improvement and designing of agricultural implements was also given attention. The Department participated in a large number of agricultural shows and exhibitions including the Swadeshi exhibitions.

Agricultural Training

131. In addition to the two agricultural schools at Bulandshahr and Gorakhpur, the college at Cawnpore continued to impart agricultural training of the highest order. Additional provision to meet the large demand for agricultural training was made both at the college and the schools. Short courses of training were also given in practical agriculture, dairy, poultry management, preservation of fruits and vegetables to implement the recommendations of the Unemployment Committee. The two departmental journals continued.

with a monthly issue of 4,200 copies. 27 leaflets and 6 bulletins were published.

Cattle Breeding

132. The breeding of pedigree herds of cattle went on at Madhurikund, Bharari, Majhara and Hempur farms. Investigations on the nutritive value of a number of cultivated fodders and their preservation as ensilage were in progress. 628 stud bulls were distributed during the year.

Agricultural Marketing

133. The marketing section was busy with collection of data and preparation of survey reports. Countrywide study was made of the problem of standardization of weights and measures in order to draft a bill for consideration. Experimental grading of hides continued. Some *ghee* testing stations and egg testing and grading stations were started.

Research

134. Research in the improvement of crops was conducted under three Economic Botanists, assisted by a band of workers. The Plant Pathologist paid special attention to the problem of the red rot disease of sugarcane. In the hill orchards the stem black disease of apple tree was successfully controlled. Berseem cultures were successfully made at Cawnpore which removed the necessity to import it from outside. The Agricultural Chemist paid attention to the problems connected with soils especially the reclamation of *usar* lands. The Entomologist and his staff at Cawnpore devoted a good deal of attention to the control of the pink boll worm of cotton by exposing seed to sun in the mid-day. About 17,650 maunds of treated seed were sown in 67,000 acres. Work on cotton, wheat and barley was done chiefly at Cawnpore and Raya farms. Wheat investigations included trials of a number of standard wheats and the study of a wide range of foreign wheats for suitability for selection or as parents for hybridization. Experiments connected with the improvement of oil seeds, small millets, pulses and fibre crops were done at Cawnpore, Tarikhet and Muzaffarnagar. Investigations directed towards the improvement of the rice crop in the Province completed their sixth year. The work had been centralized

so far at Nagina but was strengthened by the addition of a sub-station at Gorakhpur. Intensive research was seen to bear fruit when the new *sathi* hybrid rices were found to be safe from the attack of Gundhi fly. Great strides were made in sugarcane research carried out mainly at the Research Stations at Shahjahanpur and Muzaffarnagar. A new sub-station for field research on sugarcane was started at Gorakhpur during the year. Work was directed towards the trial, and selection of new seedling canes. The study of factors which limited sugarcane production in the United Provinces was continued to be made in the scheme for sugarcane physiology at Shahjahanpur, financed by the Imperial Council of Agricultural Research. By far the most important enquiry taken up during the year was directed towards finding an explanation for the deterioration of sugarcane in the districts of Meerut and Muzaffarnagar. It revealed that the chief agent was the leafhopper pyrilla, which developed enormously in the preceding summer and monsoon months.

23. Fruit and Horticulture

(See *Chapter VIII of the Annual Report of the Department of Agriculture for the year ending June* 30, 1938.)

135. Besides ornamental display the gardens carried out the usual research programme, demonstration and the propagation of seeds and plants for supply to the public. The study of orchard pests was continued at Chaubattia where investigations in the management and scientific control of orchards were carried out. The United Provinces Fruit Development Board had a successful year of activity.

24. Forests

(See *the Report on Forest Administration for the year ending March* 31, 1938.)

Area and settlements

136. The Forest Department controlled an area of 6,164 square miles, including 913 square miles of the Tarai and Bhabar Estate forests. No forest settlement operations

took place during the year; but sub-committees were appointed by the Kumaun Forest Committee to report on the question of revision of rights in old reserves of the Kumaun Circle. The *panchayat* forest movement in the circle continued to progress. The department maintained 11,558 miles of boundaries at a cost of Rs.12,587. The area destroyed by fire was 75 square miles. An area of ten acres near Hardwar, which was of little value as forest, was sold for Rs.71,000 for building sites. The possibility of effecting similar sales elsewhere was also being investigated. There was little change, otherwise, in the area controlled by the department.

Finance

137. The gross revenue of the year was Rs.52·87 lakhs against the corresponding figure of Rs.46·93 lakhs in the previous year.

Income

138. The increase in revenue, thus, amounted to 5·94 lakhs or 13 per cent. The chief reasons were the revision of Haldwani working plan, heavier thinning which research had shown to be beneficial to the forest and an increased demand for forest produce. This was very satisfactory as increase in revenue had been recorded in spite of a decrease of nearly Rs.50 lakhs brought about by a reduction in grazing fees.

Exploitation

139. There was no change in the system of disposal of forest produce. The only important item departmentally dealt with was the extraction of resin for supply to the Indian Turpentine and Resin Co. Total sales increased to Rs.44,42,000 from Rs.37,73,000 last year.

Expenditure

140. The total expenditure went up from Rs.28·56 lakhs to Rs.29·18 lakhs, an increase of 2 per cent. If, however, Rs.1·29 lakhs, paid to the High Commissioner in England for the first time by the Forest Department this year be excluded, the total expenditure would appear to have actually fallen by Rs.·67 lakhs or by 2 per cent. The total expenditure on roads during the year was reduced by Rs.12,400 or by 10·7 per cent., compared with the figure for last year. The two tramways at Gorakhpur and Lalkua continued to be very

profitable and useful. Expenditure on buildings, during the year, was Rs.47,000. A five-year programme of buildings was submitted to the Government.

Working plans

141. Preparation and control of regular working plans had been one of the most important activities of the working plan and research circle. Plans of operation were, as usual, drawn up and adhered to in all essentials. Plans covering an area of 1,018 square miles received the approval of the Chief Conservator of Forests, and plans for an area of 914 square miles were still under preparation.

Protection against fire

142. Forest protection measures were kept to the minimum. Something more effective would have to be done in Kumaun, before damages assumed huge proportions. Telephone system, so valuable in North Kheri, was proposed to be extended. Banda alone disappointed those responsible for fire protection measures. Regarding protection against cattle, the department proposed to the Government that if it was given control over grazing conditions, it would open at least 75 per cent. of its total area for grazing purposes.

Regeneration

143. Progress of regeneration was the primary factor that determined the rate of felling and exploitation and, thus, of the yield and revenue. Increased knowledge of natural sal-regeneration and better fire control measures put regeneration on a steady footing. Progress was also made with artificial regeneration in areas unsuitable for natural regeneration. For example, *taungya* system replaced natural regeneration in Gorakhpur.

Researches

144. Researches at the Forest Institute continued; special attention was paid to the chemistry of soil and to the investigation of best proportions of raw materials for the manufacture of brown wrapping paper from *chir*, pine refuse and *ulla* grass; also of white paper from the last-mentioned grass. Investigations were also continued in wood preservative treatment with Ascu and creosote. A Development Officer was appointed to test the best methods of applying the results of research on a large scale.

Special Features

145. Two factors which hampered the commercial exploitation of forests were the shortage of wagons and the high freight charged over the metre gauge lines. The Forest Utilization Officer took up both these questions with the railway authorities and also the question of high octroi charges with the municipalities concerned. He also maintained close contact with railways over the very important question of sleeper supplies.

Semal timber was in much demand both for the growing match industry and for the packing-case industry. The war in China was instrumental in increasing the demand for Indian bobbins. Every effort was made to increase the supply of miscellaneous timbers like *haldu*, *kanju* and *baurang*, used in this trade. Imports of timber into the United Provinces decreased by two lakhs of maunds, while the exports increased to 35 lakhs of maunds.

The Fodder and Grazing Committee

146. The first meeting of the United Provinces Fodder and Grazing Committee was held on July 1, 1937, and a comprehensive five-year research programme concerning the problems of fodder and grazing was outlined. Its second meeting was held on July 12, 1937. Its proposals were accepted, with slight modifications, by the Central Standing Fodder Committee, but since the Government had not till then allotted any funds, the programme still awaited execution.

The number of animals, grazed at full rates, was 345,000 and the number grazed free or at concession rates was 914,000. Besides these concessions valued at Rs.4·64 lakhs, forest produce worth Rs.3 lakhs was distributed free.

Plans were also considered for the starting of a number of cottage industries based on forest produce. Many progressive and popularizing schemes were set afoot and were expected to produce, shortly, enormous beneficial results.

25. Mines and quarries

(*For the year* 1937)

147. The few quarries, technically called mines and worked by manual labour, produced stone, ballast, moram and soap stone. The total quantity quarried was 142,450 tons valued at Rs.1,34,226-8. The great increase over last year's figure was due to the very large output of 81,205 tons of building slab stone produced in the Hardarai mines in the Jhansi district. The explosives used in quarrying were gun powder and safety fuses, no detonators were used at all. Wages paid to labourers varied between 2 annas and Re.1 in accordance with the nature and quantity of work done by each labourer. The contract system of paying wages was favoured more in Allahabad and Banda. **Mines**

148. Among quarries not classed as mines, the important ones were those producing *kankars*, building stone of all varieties and slate. The output of slate was 1,426 tons, valued at Rs.5,456; of building stone 78,758 tons valued at Rs.3,94,751-7-4, and of *kankar* 720949·777 tons valued at Rs.5,32,189-6. **Quarries**

26. Trade and Industrial Output

(See *the Administration Report of the Department of Industries for the year ending March* 31, 1938.)

149. Though the year opened with bright prospects, it actually ended in a gloom. Agricultural prices, particularly those of wheat and cotton, went down. The prices of metals, textiles and tea, however, continued to rise steadily. India witnessed a very unfavourable trade balance. Cultivators were particularly hit as the fall in exports was mainly in the agricultural commodities. **General**

150. Trade with England continued to be governed by the Ottawa Agreement and that with Japan came under the terms of the new agreement with that country concluded in April, 1937. The public felt that minor industries were not **Trade conditions**

protected against unfair Japanese competition, and the Government of India accordingly set up an enquiry to look into the question, but it had unfortunately to be given up later because of unstable conditions of Japanese trade consequent upon the prolonged Sino-Japanese War.

The money market continued to be easy and the United Provinces Government raised a loan of one crore of rupees at 3 per cent. The Reserve Bank rate remained steady at 3 per cent. throughout the year. There was a drop in the gold exports, but this had been widely expected even though gold price remained practically steady round Rs.34-7 per tola. The policy of the United States of America in regard to the purchase of silver remained uncertain, but there were no wide fluctuations in this commodity either except for a single instance in December, 1937, when it reached the low level of Rs.47-4 per 100 tolas.

Principal Industries (a) Textiles

151. There was a fall in the price of raw cotton as a consequence of the lessened Japanese demand due to the Sino-Japanese War. The Indian textile industry benefitted not only from this, but also from the fact that prices of manufactured goods remained high. Another factor that contributed towards prosperity was a fall in the imports of Japanese piece goods. The opportunity thus created could not be utilized to the full on account of disturbed labour conditions which continued to be serious from August onwards.

The amount of cotton pressed in the registered factories of the United Provinces was 146,521 bales as compared with 97,897 bales last year. Cotton from outside the province is consumed by the United Provinces mills in large quantities, but the freight to be paid is too high, and it is cheaper to bring cotton to Cawnpore by road than by rail. The result was that there was not as much demand for the United Provinces pressed cotton as there would have otherwise been.

One more spinning mill was erected at Aligarh. The total production of yarn during the year was less than what it was last year, the bulk being of counts not higher than 11-20.

Weaving factories remained fairly busy, and some worked night shifts. It was gratifying to note that, in spite of well-known labour troubles, an increase of over 10,000,000 crores of yards was recorded in the production of weaving mills.

Silk fabrics continued to be neglected, and only three woollen mills worked during the year. The United Provinces claimed the biggest woollen mill in India, although no statistics regarding production are available to substantiate the claim. General conditions of the woollen industry were believed to be stagnant. Japan continued to enjoy the practical monopoly of worsted yarn. Indian mills did not produce enough woollen yarn, and whatever they did, was offered at high prices. So, the handloom weavers of the province continued to use Japanese yarn for weaving shawls and *lohis*. Prices of raw wool were very high at the beginning of the year but declined rapidly, especially after August, when foreign wool from Australia and Tibet was imported and sold at cheap rates.

There were three jute mills in the province, two at Cawnpore and one at Gorakhpur. These suffered on account of competition from mills in Bihar, Bengal and the newly-started industry of Nepal. Labour troubles were another handicap to the industry. The growing of jute in the province was suggested as the basic method of dealing with the difficulties of the industry, as it was thought that besides making the raw material cheaply available to factories, it would also be remunerative to cultivators.

The hosiery industry continued to expand. Prices remained low, but production increased.

Cottage Textiles

152. The advent of the Congress Government gave a great impetus to hand-spinning. Demand for pure *khaddar* increased and the Provincial Government enforced the Khaddar Act of 1934. A sum of Rs.10,000 was given to the All-India Spinners' Association for developing hand spinning and weaving. Their schemes aimed at training workers, distributing appliances at half rates and carrying out research. This Association started a centre at Someshwar in the Almora district and Government started a wool store at Almora

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proper. This store was experimenting with wool-spinning on improved *charkha*. Two hundred and fifty *charkhas* of improved type were distributed during the year.

Handloom weaving of cotton also made some progress. Many new designs in weaving and printing were introduced by the Emporium, some of them achieving popularity in foreign countries. The stores at Mau, Gorakhpur, Amroha, Etawah, Sandila and Bara Banki assisted weavers to maintain a high standard of quality.

Weaving of pure silk fabrics, however, did not progress much. Benares silks maintained themselves in *sarees* and brocades but faced much competition from embroidered and printed *sarees* of Japanese origin. The United Provinces continued to yield business to silk suitings and shirtings from Bombay, Sind, and Punjab because of their better finish.

Hand-weaving of woollen shawls and blankets continued to face competition from mills. Handloom outturns are naturally dearer. Government are considering the setting up of a plant for milling, raising and furnishing of blankets and were also introducing improved methods of weaving, hand-finishing and drum-milling.

The United Provinces continued to do good business in carpets in the United Kingdom and United States of America. Exports were mainly of cheap carpets, but demand for better quality goods also improved.

Calico printing industry was doing well on the whole. Local printers got business from private customers while exporters who belonged mainly to Farrukhabad were also developing their trade. Here again, the Emporium introduced new styles of printing dress-materials and curtains, which was of great help to better class workers.

The cottage hosiery industry was gradually losing ground due to competition from power mills.

(b) Sugar

153. Generally speaking, the year was not favourable to sugar industry, due mainly to damage to sugarcane crop. Output was small and prices showed a downward tendency.

Two factories were added to the last year's establishment and one refinery was closed. This strengthened all the more the forces against *khandsari* sugar, the output of which decreased still further.

Last year, the sugar industry suffered from unrestricted internal competition. Voluntary methods proved of no avail and the Governments of the United Provinces and Bihar were led to enact the Sugar Factories Control Act, which provided for the licensing of sugar factories and for regulating the supply and price of sugarcane intended for use in such factories. Elaborate steps were taken for the control of price and supply of sugarcane : a Cane Commissioner was appointed and the Indian Sugar Syndicate was formed. The membership of the Syndicate was obligatory on all the mills that wanted to get a licence. The beneficial effects of these measures became apparent in the fact that they succeeded in checking the downward trend of prices in January, 1938.

154. There was no demand for hides and skins from foreign markets or even from other provinces, and their price fell during the latter half of the year after having continued firm during the first half. Large tanning industries remained fairly busy during the first half of the year, though they too suffered during the latter half because of a fall in European demand. To improve village tanning, three demonstration centres were started in the Fatehpur district by the local Rural Development Association. The Department of Industries started a model village tannery at Gangua Khera (district Unao) and one at Raniwa (district Fyzabad). (c) Leather

155. Japanese imports increased in spite of the Sino-Japanese War. Internal competition was severe. The result was that prices of finished glass goods did not rise in spite of a rise in prices of raw materials of the industry, like coal and soda-ash. A thorough overhauling of the entire industry seemed indicated. (d) Glass

Various were the reasons adduced for the slow progress of the glass industry. But, the real trouble was that

manufacturers failed to realize that different branches of glass-manufacture required different equipments and a careful balancing of all the factors involved.

(e) Oils and allied industries

156. The oil crushing industry of the province was steadily progressing, and during the last four years exports of vegetable oil and oil-cakes had increased by 15 per cent. and 24 per cent. respectively. Soap industry was also expanding, but it suffered from competition from large-scale manufacturers. Its biggest customers were the Indian Stores and the Military. The industry of hydrogenation and refining of oils made good progress during the year.

(f) Miscellaneous

157. A marked development in iron and steel manufacture was noticeable. A big iron and steel company was being started at Cawnpore. There were two concerns manufacturing electric fans.

Trade in furniture continued to be rather dull, except in Lucknow where about six new concerns were started. The Industries Department opened two carpentry tutorial classes during the year. Considering the foreign competition, the pharmaceutical industry appeared to have done quite well. Difficulties were, however, experienced in transporting spirited medicines from one province to another. Heavy chemicals, except sulphuric acid, continued to progress in spite of competition from foreign countries. "Nitrate of potash" was passing through critical times. Prices of matches were low and competition from outside was severe. Cut-throat competition in the Aligarh lock industry continued.

27. Industrial Development

(See *the Administration Report of the Department of Industries for the year ending March* 31, 1938, *the Reports on the Working of Indian Factories Act for* 1937 *and* 1938 *and the Report on the Workmen's Compensation Act for* 1938.)

Financial

158. The budget grant for the Department was Rs.18,13,757 against Rs.16,16,526 last year. The actual expenditure amounted to Rs.14,44,774 only. Receipts were Rs.3,98,629 against Rs.2,02,145 in the preceding year.

Industrial Education

159. There was no change in the number of Government institutions and Rs.11,36,031 were spent on them. The number of students admitted was 985, the number of artizan students declining to 386. Out of 630 students who passed out, 400 were reported to have found some employment. 182 scholarships valued at Rs.18,846 and 514 stipends valued at Rs.32,222 were granted. Grants-in-aid to aided institutions amounted to Rs.84,152 against Rs.84,610 last year. One long-term technical scholarship of £150 a year and six short-term scholarships of Rs.2,000 each were awarded.

Research and Technical Assistance

160. Finishing plant was obtained for a factory at Najibabad in connexion with the cottage woollen industry scheme introduced in 1935. A design section was started at Cawnpore in connexion with the same scheme and stores were started at Najibabad and Almora. The scheme provided Rs.5,000 for assistance in marketing : a commercial traveller and a salesman were appointed and a subsidy was granted to the Co-operative Factory at Najibabad.

Sugar factories consumed only 17 per cent. of the total cane crop ; *gur* manufactured from the rest of the crop was valued at 11 crores of rupees. A *gur* industry scheme was accordingly prepared for a fourfold purpose of research, demonstration, propaganda and supply of good instruments.

Another scheme aimed at improvement in methods in vogue in the raw hide industry.

The most important activity was that pertaining to the glass industry. The Industries Re-organization Committee recommended it to be regarded as one of the three major industries for intensive development. Dr. Nadel was, therefore, appointed Glass Technologist to Government.

Cottage industries received a good deal of attention, and oil industry, hosiery, *ghee*, glass, leather, baskets, pottery, etc., were to be organized on a cottage industry basis. It was realized that in order to develop them in a systematic and

co-ordinated manner, older district surveys would have to be brought uptodate.

A separate commercial intelligence section was established at the head office on February 1, 1938. Government made a provision of one lakh of rupees for giving grants to young men to enable them to set up industrial undertakings.

The Arts and Crafts Emporium more than doubled its business during the year, participated in many foreign exhibitions and opened a display kiosk at Benares. Later, the Handloom Section of the Emporium was developed into an independent organization called the Handloom Emporium.

Marketing

161. Special schemes were put through in connexion with the standardization and grading of *ghee* under the "Agmark" seal. To control the work of *ghee* grading stations a Central *Ghee* Control Laboratory was started at the Technological Institute on November 15, 1937. Nine grading centres were also established.

Factories

162. There was an increase in the number of factories subject to the Factories Act, the total number being 585. The average daily number of workers was 153,484, about 96 per cent. of which were adult males. About 66 per cent. of these were employed in non-seasonal factories and the rest in the seasonal. The average number of adolescents employed in factories was 1,282. Only 102 of these worked in seasonal concerns. The average figures for women and children were 5,609 and 527 respectively. The tendency to employ women in lesser numbers continued during the year, it stopped altogether in the case of children. No prosecutions were instituted for illegal employment of women, children or adolescents.

Visits for inspection increased during the year under review and many of these were made to unregulated factories. Improvements in working conditions in both the perennial and the seasonal factories were maintained.

2,148 accidents (41 fatal, 459 serious and 1,648 minor ones)

were reported; railway workshops reported nearly 39 per cent. of these. This showed an appreciable decrease of 30 per cent. as compared with the last year, mainly as a result of the "safety first" campaigns. The establishment of safety committees has not made further progress. Even considerable attention could not reduce the number of accidents in sugar factories where their incidence continued to rise. Welfare operations were extended and improved in the B. I. Corporation, Begg Sutherland and Co., and in the concern of Messrs. Juggilal Kamlapat.

Mr. Harold Butler visited the province in 1937 to study economic and labour problems. The labour situation was acute; strikes occurred, and at least 625,909 working days were lost. To cope with the situation, Government appointed a Labour Officer, recognized the Mazdoor Sabha and set up an enquiry committee. The Employers' Association of Northern India was also formed.

28. Co-operative Societies

(See *Note on the Working of the Co-operative Societies for the year ending June* 30, 1938)

General

163. Cane societies were a special feature of the working of the department during the year. The staff available for supervising the existing societies and developing the co-operative movement in new areas was rather inadequate. The training institute at Partabgarh trained 67 supervisors and admitted 13 auditors. The Provincial Union, as usual, maintained a staff of supervisors and organizers, but financial difficulties stood in the way of developing new organizations. Nevertheless the Union organized two centres for training supervisors. The peculiar blend of official and non-official control, characteristic of the present system, worked satisfactorily on the whole.

Credit Societies (1) Central

164. The number of central credit societies, inclusive of banking unions, was 72, the same as last year. The working capital increased from Rs.92·24 lakhs to Rs.94·87 lakhs.

The percentage of owned capital to the total working capital was 42—well above the margin of safety.

(a) Deposits

165. Deposits from individuals rose from Rs.42·35 lakhs to Rs.43·15 lakhs, those from societies and banks from Rs.7·65 lakhs and Rs.3·08 lakhs to Rs.8·27 lakhs and Rs.3·5 lakhs respectively. The rate of interest on one-year deposits was 3½ per cent. and in a few cases even 2 per cent.

(b) Loans and Repayments

166. Five banks made little or no advances and worked only as debt-clearing institutions. Total deposits reached the figure of Rs.54·92 lakhs. Working costs in relation to working capital continued to be high, mainly due to limited business. Development of sale and cane supply societies was very encouraging. To facilitate inter-lending between banks, the establishment of a provincial bank was approved and Government sanctioned Rs.75,000 for the purpose. Advances to Primaries rose from Rs.37·74 lakhs to Rs.39·25 lakhs, but recoveries fell from Rs.37·56 lakhs to Rs.33·93 lakhs. Overdues rose from Rs.16·6 lakhs to Rs.16·72 lakhs, and total demand from Rs.51·38 lakhs to Rs.55·38 lakhs. Recoveries amounted to Rs.33·93 lakhs, those from working and liquidated societies being 56·1 per cent. against 63·8 per cent. last year. On the whole, there was a small setback to recoveries from societies during the year, though the position was a little better than last year. The scheme of repayments in kind helped the Moradabad Bank to extend its operations. It purchased wheat worth Rs.1,05,424 and though the transaction involved a loss of Rs.657, the collections were nearly cent. per cent.

(c) Financial position

(2) Agricultural

167. New registrations were 372, the total number being 6,923. Membership rose from 141,927 to 160,069. "Thrift" deposits from members increased and amounted to Rs.2·78 lakhs. The position, however, still felt short of the ideal, and various devices for ensuring compulsory thrift were adopted. Advances rose from Rs.32·24 to Rs.36 89 lakhs; repayments increased from Rs.30 lakhs to Rs.32·28

lakhs; overdues came down to 46·8 per cent. Working capital also rose from Rs.105·4 lakhs to Rs.110·04 lakhs. At least, 60 per cent. of the societies worked for over ten years; the number of societies distributing dividends rose from 1,844 to 2,053, and those which worked at a loss numbered 660. Two hundred and forty-three and 115 training classes were held for *Panches* and Secretaries, respectively.

(3) Non-Agricultural

168. Limited liability societies showed gradual numerical progress all round; their number rose from 128 to 162, membership from 41,100 to 46,171 and working capital from Rs.47·87 lakhs to Rs.55·23 lakhs. Societies with unlimited liability were largely composed of weavers, leather workers and petty traders. Such societies were 140 out of the total number of 224. Membership increased from 5,101 to 6,326 and working capital by Rs.11,000. One hundred and forty-five societies of salary earners did quite well.

Land Mortgage Societies

169. Membership rose from 456 to 556, advances to Rs.42,000 and profits from Rs.3,086 to Rs.4,993. Rates of interest on borrowings and buildings were 4½ per cent. and 7½ per cent. Almost all the advances were for redemption of previous debts.

Non-credit Societies (*a*) Purchase and Sale

170. Of the 19 central stores, 10 supplied seeds, eight agricultural implements and one dealt in both. There were 14 primary seed stores, ten of weavers, seven of students and eight miscellaneous. Industrial stores showed healthy tendencies.

(*b*) Production and Sale

171. Among the production and sale societies the most important were the cane societies and an attempt was made to co-ordinate other co-operative activities with the marketing of cane.

Sugar Factory, Biswan

172. The affairs of the United Provinces Co-operative Sugar Factory at Biswan became hopeless and it was liquidated.

Miscellaneous

173. The number of *ghee* societies rose from 153 to 277. The amount of *ghee* marketed rose from 1,981 maunds to 4,305 maunds. The profits of the societies were Rs.20,000. The

quality of *ghee* sold by the societies was subjected to a very effective test before being put on the market.

The number of housing societies continued to be 17.

The number of societies for consolidation of holdings rose from 93 to 118, the bulk being in Saharanpur and Bijnor. During the year, 8,800 bighas were consolidated and 11,992 plots were reduced to 1,290. Increasing attention was paid to irrigation societies and their number rose by 10 to 61. Nearly all of them were doing well. One central and six cattle breeding societies were registered during the year.

Rural Development

174. The bye-laws of the various societies usually permitted them to take up welfare measures of various kinds. There were however, 549 regular welfare societies at the end of the year; 1,219 enforced "better farming".

Litigation and Execution

175. Efforts to reduce litigation continued, but references to arbitration dropped by 50 per cent. during the last three years. The number of cases to be disposed of was 2,460; more than half were decided by honorary workers, and 487 remained undecided. There were only thirty appeals. The amount recoverable under awards fell from Rs.28·92 lakhs to Rs.26·16 lakhs. Collections fell from Rs.4·5 lakhs to Rs.3·19 lakhs. The number of new awards was 1,605 and the number of those either fully satisfied or transferred to liquidation fell from 2,933 to 2,317.

Liquidation

176. The number of societies under liquidation at the end of the year was 1,257 and the registration of another 78 was cancelled. One hundred and sixty-eight societies were finally closed, leaving a balance of 1,167 at the end of the year.

Cost to Government

177. The net cost to Government was Rs.5·37 lakhs as compared with Rs.5·02 lakhs last year, the important increase being in grants for the organization of holdings societies. Thrift and credit societies made steady progress, and a considerable development of co-operative marketing in the shape of cane and *ghee* societies took place.

29. Communications, Buildings and Power

(See *the Annual Administration and Progress Report of the Public Works Department, Buildings and Roads Branch for the year* 1937-38.)

Roads

178. In all 3,465 miles of metalled roads were maintained by the Public Works Department during 1937-38, comprising 3,388 miles of provincial roads and 76 miles of roads belonging to other departments. About 104,000 square yards of cement concrete roads were reconstructed although no original work of road construction was undertaken from Provincial Revenues, owing to financial stringency.

The abnormal floods of the past year were responsible for costly repairs and protective works. The total amount spent in construction and reconstruction of roads from the Central Road Fund and from loan funds was Rs.22,58,080. Discussing the deterioration of roads, the Chief Engineer suggested to Government that all the *kankar* roads must be converted to a surface which would be more permanent and less costly to repair. Those in charge of provincial roads had also to deal with encroachments on roads by others and the Chief Engineer suggested the advisability of enacting a Highways Act for summarily dealing with such people.

Bridges

179. The bridge over the Sai River on the Mirzapur Jaunpur road was nearing completion. Danger signals were fixed all the way between Chunar and Patna to guide boatmen where the Ganges had become too shallow to be navigable.

Buildings

180. The outlay on original building programmes amounted to Rs.6,52,179 against Rs.2,97,007 in the preceding year. Notable among such works were the construction of a residence for the Secretary to the Governor, United Provinces, and the extension of the Council House, Lucknow. Besides, seven new police stations were constructed.

Power Electricity

181. Three new towns, viz. Pilibhit, Fyzabad, and Firozabad, were electrified. The capital value of electric supply schemes increased by over 51 lakhs bringing the total capital investment to Rs.4¼ crores. One thousand four hundred and fifty-three inspections of the licensees' power stations and factories were carried out.

CHAPTER V—PUBLIC REVENUE AND FINANCE

30. Central Revenues

(See *the Annual Returns of the Income-tax Department, United Provinces for the year ending March* 31, 1938.)

182. The total number of assessees to income-tax in the United Provinces was 27,170, the majority being of persons with an annual income of Rs.2,000 to Rs.2,499. Net collections amounted to Rs.1,00,42,449. Sugar industry made the biggest single contribution of Rs.11,94,462. Super-tax collections amounted to Rs.25,46,627.

31. Provincial Revenues

General

183. The refusal of the majority party to accept office created a constitutional crisis, and the Governor had to sanction an *interim* budget for 1937-38. It was only in September, instead of early March that the budget for 1937-38 was passed by the Legislature. The budget for 1938-39 was presented in March, 1938, only five months after the passage of the previous budget.

Loans and Advances

184. No treasury bills were floated, nor ways and means advances taken during 1937-38, as the Central Government had accepted responsibility for solving the ways and means problems in the first year of Provincial Autonomy. The contemplated loan of one crore in 1938 was also not floated, as the position in regard to the opening balance for 1938-39 was found to be better than estimated.

Revenue receipts

185. The total revenue in 1937-38 amounted to Rs.1,233 lakhs, an increase of Rs.41 lakhs over the previous year's corresponding figure. The increase was mainly under 'income-tax', 'land revenue' and receipts under the Motor Vehicles Act, while receipts under 'stamps,' 'provincial excise' and 'irrigation' showed a decline. Under the new constitution,

taxes on income are a new source of revenue to provincial governments, who would also receive from the Central Government an annual grant-in-aid of Rs.25 lakhs for five years. The increase under 'land revenue' was due, mainly, to the imposition of new 'jamas'. Increases under the Motor Vehicles Act were due, primarily, to a revision in the accounting procedure.

The fall in receipts under 'stamps' was due to the debt legislation and the Stay orders and that in excise due to the fact that licences fetched lower prices. Decline in irrigation receipts was chiefly due to the prolonged monsoon and timely rains in cold weather.

Revenue expenditure

186. The total revenue expenditure in 1937-38 stood at Rs.1,233 lakhs, or four lakhs above the figure for the preceding year. The important increases were under land revenue, charges on account of the Motor Vehicles Act, and appropriation for reduction or avoidance of debt. Expenditure on account of interest on debt, general administration and improvement of communications went down. The increase under land revenue was due to survey and settlement operations on a larger scale and charges on account of Motor Vehicles Act, which was a new head and under which a Provincial Road Development Fund was created from 1937-38. The increase under debt was due to the fact that interest on loans from the Government of India was not paid for a full year but the savings in interest charges were utilized for the repayment of loan. The decrease under general administration and police was due to economy and that under improvement of communications, to the fact that the balance in the Fund was exhausted and the expenditure was financed from a loan fund.

Summing up, the actual revenue amounted to Rs.1,233 lakhs against the estimated revenue of Rs.1,254 lakhs. The budget provision for charges against revenue was Rs.1,266 lakhs in which savings amounting to Rs.33·44 lakhs were effected.

Capital expenditure

187. Capital expenditure on irrigation and hydro-electric works amounted to Rs.83 lakhs, on civil works to Rs.20 lakhs, and on payments on account of commutation of pensions to Rs.4 lakhs—in all a saving of Rs.11 lakhs as compared with the budget estimates. A fresh loan of Rs.106 lakhs was taken, while repayments of old ones amounted to Rs.39 lakhs.

Budget estimates for 1938-39

188. Revenue charges were expected to increase by Rs.50 lakhs, and it was anticipated that, in spite of an estimated increase in revenue of 62 lakhs over the previous year's revised figures, the revenue deficit would come to Rs.15 lakhs.

Revised estimates for 1938-39

189. The original budget anticipated a revenue deficit of Rs.15,08,000 but in the revised estimates, this was converted into a revenue surplus of Rs.15,00,000. The chief variations anticipated in the revised estimates were an increase under 'Other taxes and duties', 'Forests', 'Receipts under the Motor Vehicles Act', 'Irrigation', 'Interest', 'Famine Relief Fund', 'Stationery and Printing', and 'Miscellaneous' and a decrease under 'Land Revenue', 'Stamps', 'Registration'; 'Civil Administration' and 'Transfer from the Central Road Development Account.'

The main variations, which accounted for a drop of Rs.23,80,000 in revenue charges as compared with the budget estimates, were an increase of Rs.7,66,000 under 'Motor Vehicles Act', 'Other Revenue Expenditure', 'Construction of Irrigation Works', 'Interest on Debts and other Obligations', 'Payments to Central Government', 'Agriculture', 'Famine Relief', 'Stationery and Printing', and a decrease of Rs.31,46,000 mainly under 'Land Revenue', 'Interest on Irrigation Works', 'Agriculture', and 'Central Road Development Account'.

The revised capital expenditure was up by approximately Rs.5½ lakhs. No long-term loans were floated, and it was only once in October, 1938, that three months treasury bills worth Rs.80 lakhs were issued. These were repaid in January, 1939.

32. Stamps

(See *Note on the Stamp Revenue for the year ending March* 31, 1938.)

Receipts and Charges

190. The gross income for the year under review was Rs.139·1 lakhs only, the year being abnormal in more senses than one. Various acts passed by the Legislature were responsible for a fall in receipts.

Stamp Vendors

191. The number of stamp vendors rose in 1936-37, but declined in 1937-38 to 2,814 owing to the weeding out of undesirable element. The number of prosecutions and of persons brought to trial rose to 1,173 and 1,128 respectively.

33. Excise

(See *the Report on Excise Administration for the year ending March* 31, 1938.)

General

192. Some of the important administrative changes during the year were (i) the imposition of a permit and vend fee of eight annas per gallon on denatured spirit, (ii) revision of the existing mode of assessment on cinema and theatre bar licences, (iii) revision of the basis for the charging of bottling licence, (iv) relaxation of restrictions imposed on the import of opium and *charas* from the western provinces of India, and (v) an increase in the duty on white rum issued to troops.

Finance

193. The gross excise revenue was Rs.149·1 lakhs, the net revenue being Rs.1,36,82,538. There was a general fall in receipts under all heads except under licence fees for foreign liquor shops and *tari*.

Country liquor

194. The old auction system for country liquor shops continued, but it was decided, during the year under review, to modify this sytem. There was a fall in revenue under both the sources, *viz.* licence fees and duty. Total consumption of country liquor in the United Provinces fell by 3·7 per cent.

Foreign liquor

195. Licence fees realized from foreign liquor increased. The Rosa Distillery Company at Shahjahanpur and the Saharanpur distilleries exported considerable quantities of foreign liquors to other provinces. The total sales of imported foreign liquor fell by 21·9 per cent. The only brewery working in the United Provinces was the Dyer Meakin's Brewery at Ranikhet. Its output also fell considerably.

Tari

196. In regard to *tari*, both the tree-tax system and the auction system continued in the various districts. Total revenue from *tari* rose to Rs.7·86 lakhs. In hemp drugs and opium, the auction system continued in the whole of the province. Rate wars and competition among the dealers became rather acute and minimum prices had to be fixed in certain districts.

Hemp drugs

197. Most districts recorded a rise in the issues of *charas*, and similar was the case with *ganja*. There was a slight fall in the consumption of *bhang*.

Opium

198. Auction system also continued in the case of opium shops. The Government of India raised the cost price of opium, and the United Provinces Government, therefore, reduced the duty on opium, so that its price might not go very high. Total receipts from opium accordingly fell by over 5 per cent., even though the total consumption rose by 3·4 per cent.

Excise offences

199. The detection and prosecution of excise offences continued to be difficult, and in many instances it was developed to a fine art. Each new restriction imposed yielded encouraging results. During the year under review, the total number of prosecutions fell slightly. Cases pertaining to breaches of licensing conditions are less intricate than those relating to illicit distillation and smuggling of *charas*, opium and cocaine.

Local bodies

200. As in the previous years, 29 urban and two rural licensing boards continued to function.

Temperance propaganda

201. The budget provision sanctioned for temperance propaganda during the year amounted to Rs.5,000 only. This was used mainly to help the various temperance associations. Public co-operation with the department was not as satisfactory as it should have been.

CHAPTER VI—PUBLIC HEALTH AND VETERINARY SERVICE

34. Vital statistics

(See *the Report of the Director of Public Health for the year ending December* 31, 1937.)

NOTE.—Birth rates and death rates are per thousand of the population.

Vital statistics

202. The population of the United Provinces, excluding Rampur, Benares, Tehri-Garhwal, according to the census of 1931, was 48,408,763 (or 456 per square mile), the area being 106,248 square miles. In 1937, the birth rate showed a decrease of 3·07 and 1·21 respectively below the figure for the preceding year and that for the quinquennial average. The provincial death rate for 1937 also showed a decrease of 1·23 and 1·63 as compared with the figure for the preceding year and the quinquennium.

In 1937, 1,738,906 births were registered, yielding a birth rate of 35·92. The number of males born to every 100 females was 112·91 in 1937 against 112·61 in the preceding year. The total number of deaths during the year was 1,035,003 against 1,094,677 in the previous year. The general death rate was 30·02 in urban areas and 20·29 in rural areas.

Cholera

203. Cholera took a toll of 6,341 lives, being at its worst in November. Fyzabad, Basti and Rae Bareli were the districts most affected, while Almora and Naini Tal were comparatively free. A successful 'Barrier Scheme' was resorted to in order to prevent importation of the disease from Nepal.

Plague

204. Plague was responsible for 24,036 deaths. It was most severe in Azamgarh, Gorakhpur, Meerut, Muzaffarnagar and Basti. Except Bareilly, Ghazipur and Bara Banki, which returned low and insignificant death figures, no other district reported any death from plague.

Small-pox

205. Small-pox claimed 3,200 deaths showing a very marked decrease below the figure of 14,849 reported for 1936. Most infected were the districts of Ballia, Ghazipur, Gorakhpur and Jaunpur. Other districts were comparatively free.

Fevers

206. Fevers accounted for 792,263 deaths showing a slight decrease from last year. The largest number of deaths was reported in December, and the smallest in March. Malaria took the heaviest toll. Garhwal, Pilibhit, and Jhansi were the districts most affected.

Tuberculosis

207. The total number of deaths recorded from pulmonary tuberculosis was 5,635. The number of deaths from tuberculosis of the joints was 175, and from other tubercular diseases 1,159.

Dysentry and Diarrhoea

208. Dysentry and diarrhoea were responsible for 17,126 deaths, the highest number being reported from Garhwal, Dehra Dun and Almora.

Respiratory Diseases

209. Respiratory diseases were responsible for 44,628 deaths. Hamirpur, Cawnpore, Lucknow and Agra were the districts most affected.

Cerebro-spinal Meningitis

210. The incidence of cerebro-spinal meningitis was again low this year; in all only 158 deaths occurred. The disease was confined to the cities of Cawnpore, Agra, Lucknow, Benares and Allahabad. Rural areas were, more or less, free.

Miscellaneous

211. Of the 20,814 deaths due to injuries 1,682 were suicides. 14,276 were caused by wounds or accidents. Snake-bites and wild beasts were responsible for 4,547 and rabies for 309.

35. Medical Services

(See *the Report on Civil Hospitals and Dispensaries for the year ending December* 31, 1937.)

Number of hospitals and dispensaries

212. The total number of dispensaries at the end of 1937 was 708 and the strength of medical personnel of all grades was 2,685. Out-patients numbered 8,270,627 and in-patients 136,901.

213. There is now one Government Tuberculosis Clinic at Allahabad, started in August, 1936. The installation of an X-Ray plant at this institution was completed in November, 1937. Suitable patients were sent to Karelabagh Sanatorium started by private enterprise. The newly constructed tuberculosis hospital at Lucknow was opened in September 1937. **Tuberculosis hospitals**

Mental hospitals had very limited resources at their disposal but continued to do very good work. The Provincial Pathological Centre at King George's Hospital did very useful work, during the year. The need of a dental hospital was, however, very keenly felt.

A sum of Rs.10,000 was allotted from Their Majesties' Silver Jubilee Fund towards the capital cost of a women's hospital building at Pauri, in Garhwal district. Another sum of Rs.2,67,500 was distributed by the United Provinces Branch of the Fund for improvement in women's hospitals all over the province. In addition, Rs.40,000 were sanctioned by the Executive Committee of the Central Council of Dufferin Fund for improvements in Dufferin Hospitals and in the Women's Medical School, Agra. **Women's hospitals**

A sum of Rs.2,813 has been provided in the budget for 1938-39 for free treatment, on modern lines, of venereal diseases amongst pregnant women, at the large Dufferin Hospitals in the province. The United Provinces Branch of the Indian Red Cross have also agreed to contribute an equal sum for the purpose.

214. Medical education continued as usual. Forty-eight students were admitted to King George's Medical College. Forty-three students passed out of the Agra Medical School and 13 out of the Women's Medical School. **Medical Education**

215. The total income of all hospitals and dispensaries was Rs.43·68 lakhs and the total expenditure Rs.35·43 lakhs. **Finance**

36. Public Health Services

(See *the Report of the Director of Public Health for the year ending December* 31, 1937 *and the Report of the Superintending Engineer, Public Health Engineering Department for the year ending March* 31, 1938.)

Finance

216. A sum of Rs.23,82,489 was initially granted by the Government for 1937-38 for the entire Public Health Department. This included Rs.80,000 for special anti-malarial experiments and Rs.35,000 for improvement of wells in rural areas. Only Rs.16,41,856 were for activities directly under the control of the Director of Public Health.

The total amount placed by Government at the disposal of the Board of Public Health for expenditure on Public Health Works, amounted to Rs.1,79,431, made up of Rs.50,250 as grant for special assistance to pilgrim centres; Rs.66,181, as grant for urban sanitation; Rs.53,000 as grant for rural and minor sanitary works and Rs.10,000, as grant for re-grant of lapses.

Water-works and Drainage

217. The expenditure on works carried out by the Department during the year amounted to Rs.11·89 lakhs and projects were framed for works estimated to cost Rs.48·05 lakhs. Fees amounted to Rs.67,029; Rs.1,029 were recovered for hire of tools and plant from contractors; and Rs.780 were realized as supervision charges. The number of water-supply undertakings in the province rose, by one, to twenty-five. The average daily supply amounted to 44·082 million gallons for a total urban population of 1,643,073. Taking the financial position as a whole, there was a profit on the year's working of Rs.2,38,184. To this may be added Rs.2,15,491 incurred on capital works out of the revenue. The problem of wastage required proper tackling.

Drainage conditions were very unsatisfactory all over the province and a complete breakdown of the system in Lucknow became inevitable sooner or later. Sewage purification became a problem, as sufficient land for treating all the sewage was not available near big cities and it was thought that

artificial treatment would have to be resorted to. In 1936-37 the water-supply of Cawnpore, Naini Tal, and Muttra was found, to be defective on analysis. Things improved in 1937-38 when Muttra alone was found to have a defective water supply.

Rural sanitation

218. Urban sanitation was, on the whole, satisfactory. For rural sanitation, the village-aid scheme continued during the year. The provincial government provided Rs.35,000 for improvement in village water-supplies.

Much more difficult were the problems of pollution of soil and water which created the major health problems in rural areas. A survey was undertaken, during the year regarding the progress of the work of the health-unit in the Partabgarh district. The survey revealed much progress.

Malaria

219. In 1937, 693,610 deaths occurred as a result of malarial attacks.

Maternity and Child Welfare

220. Thirty-six new maternity centres were opened during the year. There was no Red Cross Maternity Hospital in the province. Usual inspection of school children revealed that 34 per cent. of them suffered from one disease and 13 per cent. from two. Poor nutrition was the chief cause of infected teeth and anaemia. The percentage of ill-nourished children in urban areas was 12 and in rural areas 18.

Health propaganda

221. Health propaganda was carried on through usual channels.

37. Vaccination

(See *the Chapter on Vaccination in the Annual Report of the Director of Public Health for the year ending December* 31, 1937.)

Number of Vaccinations

222. The Vaccination Act was in force in all places except a few town areas. The total cost of vaccination in the province amounted to Rs.3,90,102, most of it being spent in rural areas. In all, 1,873,328 persons were vaccinated.

General

223. Manufacture of lymph increased, as did the other activities at the Government Vaccine Depot at Patwadangar. The total cost of articles sold by the department was Rs.51,734-9-6. The total expenditure decreased from Rs.41,777-15-3 last year to Rs.39,062-6-9 this year.

38. Veterinary Service

(See *the Annual Report of the Civil Veterinary Department for the year ending March* 31, 1938.)

Diseases

224. Reported mortality among live-stock was 33,992 as compared with 56,779 last year. 30,339 deaths occurred among bovine animals and 604 among equine.

General

225. Four veterinary hospitals and one dispensary were added to the existing number. 1,794 smears were microscopically examined and researches were carried out at the central and circle laboratories. Nine stallions were purchased during the year and two new stallion-stands were opened. Thirty-six important cattle fairs were held in the province and the Director of Veterinary Services held one-day horse shows at Qasimpur, Aonla, Joya, Rae Bareli, and Phulpur.

Finance

226. The total expenditure during the year was Rs.4,36,118 against Rs.4,49,707 in the preceding year. The receipts during the year were Rs.1,33,347 against Rs.1,30,525 last year.

CHAPTER VII—INSTRUCTION AND THE ARTS

39. Education

(See *the General Report on Public Instruction in the United Provinces for the year ending March* 31, 1938.)

Number of institutions and students

227. Twenty-eight educational institutions were added during the year bringing the total to 24,672, with an enrolment of 1,693,134, which showed an increase of 43,965 over last year's figure.

Expenditure

228. The total expenditure on education, from all sources was Rs.4,08,41,783, or Rs.4,84,514 more than last year. There was an increase in the amount of fees realized and in the percentage of scholars of both the sexes to the total population. There was a decrease in all the institutions except the aided and unrecognized ones. Of the total expenditure 12·8 per cent. was on university education, 2·6 per cent. on colleges, 34·1 per cent. on secondary education and 23·4 per cent. on primary education.

University Education

229. Total enrolment increased to 13,681; all universities except Lucknow shared this increase. The number of women students continued to increase steadily. The University of Allahabad maintained its high standard, increased the number of volumes in its library, instituted new diploma and degree courses, and celebrated its Golden Jubilee in December, 1937. Much progress was made in the Lucknow University also, including an extension of the library building. At the Benares Hindu University, there was an increase in the number of women students. The number of students taking Law and Engineering also increased. A big reading hall was added to the Library building. The Imperial Council of Agricultural Research made a grant for research in the physiology of wheat and cane. The Muslim University of Aligarh extended the number of subjects taught, and courses were reorganized at the Thomason Civil Engineering College, Roorkee.

Secondary Education

230. The total number of secondary education institutions was 1,163, an addition of 29 to last year's figure ; total enrolment being 208,677 or 8,323 more than last year. Total expenditure on secondary education was Rs.1,05,22,659, an increase of Rs.2,06,232 over last year's figure. The financial condition of a majority of the aided schools continued to be unsatisfactory. All subjects were efficiently taught except English and the classical languages. Music as a subject, was also gaining ground and the Kanyakubja Intermediate College, Lucknow, got itself recognized in music upto the High School standard. Spinning and weaving were taught as optional subjects in two high schools of the Benares circle. Discipline was good, considering the abnormalities of the period under review. There were troubles and communal difficulties ; all were satisfactorily solved. Scouting, physical training and games made good progress every where except in the Bareilly circle. Vernacular middle schools continued to work satisfactorily ; but their buildings and other equipment were in some cases not up to the standard.

Primary Education

231. Local bodies continued to be responsible for the administration of primary education. Only a few schools, attached to training institutions, were maintained by Government. Primary schools of all kinds numbered 18,274, a decrease of 232 from last year. The number of students increased by 19,642 bringing the total to 1,221,182.

Education of girls

232. During the year under review, there were 10 colleges, 24 high schools, 63 English middle schools, 272 vernacular middle schools , 1,725 primary schools, and 58 other schools, maintained exclusively for female students. Enrolment in these institutions was, respectively 499, 8,245, 9,409, 41,987, 80,489, and 828. In addition, there were 88,176 girls and women reading in institutions meant primarily for men and boys. In other words the number of female students reading in these institutions was more than one-third of the total number of women reading in all the institutions and augured well in favour of co-education, specially taking into account

the fact that 2,253 small boys were also reading in the girls' schools. There was only one degree college for women in the province, namely the Isabella Thoburn College, at Lucknow. The Allahabad and Benares Universities had a hostel each meant exclusively for female students reading in these institutions. Games and other physical exercises were finding favour with female students.

Education of Special Classes

233. The number of recognized institutions for Europeans including the five intermediate colleges, was 50, same as in the preceding year. Enrolment rose from 6,853 to 6,999. The number of students in the training class for women teachers attached to All-Saints Diocesan College, Naini Tal, was 32. Total expenditure decreased to Rs.26,05,596 of which 36·1 per cent. was met from Government funds. In all important examinations, girls did better than boys.

Enrolment of Colvin Taluqdars' Intermediate College, Lucknow, increased from 97 to 105. Emphasis was, as usual, laid on physical training of the scholars.

The percentage of Muslim scholars in Technology, Engineering, Commerce and Agriculture was not satisfactory, although it was quite good in the departments of Education, Forestry, Law, Medicine, Arts and Science. The Aligarh Muslim University reformed its syallabus of Physics, Chemistry and Zoology. It was also recognized as a centre for the London City and Guild Technological examinations. Its Academic Council approved of the introduction of the degree of Master of Education and strengthened its Education Department.

The special department created to look after the education of depressed classes continued to do good work. Government, in the budget of 1937-38 made a promise of Rs.5,000 for the purpose and laid down that a recurring grant of Rs.70,000 would be paid for it in subsequent years. The total number of depressed class scholars was 166,535, an increase of 13,830 over last year's figure. Out of these, 18,445 studied at the 655 schools meant exclusively for the depressed classes. During the year, the Government spent, in all, Rs.2,41,328 on

education of the depressed classes. Various stipends and scholarships were sanctioned to encourage education among the depressed classes; books were also distributed free.

The Reformatory School at Chunar started the year with 83 inmates. Total expenditure was Rs.39,612-12-3. Value of articles made in the factory amounted to Rs.1,865-2-9. Carpentry, shoe-making, cloth-weaving, tailoring, gardening and masonry, were the vocations taught.

Training Institutions

234. There were six colleges for training teachers for Anglo-Vernacular schools, three being for under-graduate teachers and three for graduates. The graduates training colleges were the Benares Hindu University Training College, the Aligarh Muslim University Training College, and the Government Training College, Allahabad. The under-graduates training colleges were the Government Training Colleges at Lucknow and Agra and the Christian Training College, Lucknow. Total enrolment at the Allahabad Training College was 77, including seven women. A number of students were admitted to the B. T class at Benares Hindu University. At Aligarh admissions numbered 53. Work in all the institutions continued with the usual efficiency. Three colleges prepared women for a degree in teaching; these were the Isabella Thoburn College, Lucknow, the Government Training College, Allahabad, and the Benares Hindu University. In all 27 trained women graduates passed out.

Oriental Institutions

235. The number of students on the rolls of the Government Sanskrit College, Benares, rose to 719. The number of Sanskrit *Pathshalas* during the year was 926. Extensive improvements were urgently required in these institutions.

The number of Arabic and Persian-teaching institutions, receiving grants-in-aid from the Department, remained to be 32. A large number of *madrasas* were brought on the recognition list but no monetary help could be given. Reorganization and reforms were possible here also.

40. Literary Publications in 1938

Number and Language

236. The total number of publications dropped from 3,162 to 2,708. Of these, 1,772 were in Hindi, 270 in English, 184 in Urdu, 102 in Sanskrit, and one in Persian. Poets were, as usual, responsible for the largest number of publications (978); 394 publications were literary and 219 religious. Two hundred and two publications had fiction for their subject and 254 dealt with scientific subjects.

Subject and Form

Tone

237. Of the religious publications, very few had balanced views, each being biased against one particular sect or another. Main themes of social publications continued to be widow re-marriage, untouchability, but to a much less extent, poverty.

Politics and Foreign Affairs

238. Foreign affairs occupied a prominent position in the political publications which were much influenced, in one way or another, by socialist theories. The controversy between the Muslim League and the Congress continued to draw zealous attention, particularly among Muslims. One "pan-Islamic" publication preached bolshevism pointing out its similarity to Islamic teachings.

41. Arts and Science

(See *the Reports on the Lucknow and Muttra Museums and of the Allahabad and Lucknow Public Libraries for the year ending March* 31, 1938.)

Provincial Museum, Lucknow

239. The biggest number of acquisitions was that of coins. Ninety-one new coins were added, two gold, 40 silver and 49 copper. Collection of Oudh Kings' coins appeared to be complete. Finds in various places in the province brought in 2,487 silver, 2,108 copper and 1,135 bullion coins, and these were distributed among various centres. The natural history section continued to lay emphasis on its work of ornithological collection. Nine paintings were also purchased for the museum. Total expenditure amounted to Rs.17,994. Sales brought Rs.305.

Curzon Museum, Muttra

240. The sanctioned Government grant for the year was Rs.7,451-14. Less than half of this was spent on establishment

alone. Income from museum publications amounted to Rs.52-8. The collections were enriched by an addition of 86 antiquities, the most important group of 37 representing terracottas from sites of Sahri-Bahlol and Saridheri of North-West Frontier Province (ancient Gandhara). The majority of these figures represented the ancient mother Goddess associated with early Sumerian and Indus Valley cultures.

Public Libraries

241. (*a*) *Allahabad.*—At the end of the year, there were 43,137 books in the library ; 861 of these were added during the year. Literature, History, Fiction and Sociology attracted the largest number of readers, in order of enumeration. The subject least read was Philology.

(*b*) *Lucknow.*—Most of the defects in the organization and working of the library were removed during the year under review. Six hundred and thirteen volumes were purchased and 51 received gratis bringing the total on March 31, 1938 to 25,758. Subjects most read were, in order of enumeration, Literature, Social Sciences and History. The least number of books borrowed was in Philology.

42. Archaeology

(*For the year ending March* 31, 1938)

242. There were 690 protected monuments in the United Provinces of which 105 were mounds or ancient sites and the rest comprised buildings and architectural antiquities.

Conservation

As usual a sum of Rs.40,000 was allotted for annual repairs and maintenance but half of this was spent on pay of establishment alone. The important monuments received constant attention, the less important ones being attended to once in three years. Important repairs were carried out during the year under review, in Shish Mahal, Agra Fort, Causeways at the Taj Mahal and Humayun's Mosque. Conservation of the Taj Mahal was started during the year and the repair of the roof of Imambara at Lucknow was completed.

Gardens

243. Gardens continued to be well looked after. Difficulties were, however, experienced in irrigation,

CHAPTER VIII—MISCELLANEOUS

43. Ecclesiastical

244. The year was uneventful.

44. Emigration and Immigration

(See *the Reports on the Working of the Indian Emigration Act, VII of* 1922 *for the year* 1937 *and of the Tea Districts Emigrant Labourer Act, XII of* 1932 *for the year ending September* 30, 1937.)

Foreign Emigration and Inland Immigration

245. There was no emigration of unskilled labour overseas during the year, but 226 returned to India from countries abroad, one of them dying on his way to India. Almost all of the immigrants were independent males who brought savings. The needy were helped while more men from the Union of South Africa and from abroad were sent home at the cost of their respective Governments.

246. Forty-three estates valued at Rs.19,340-1-8 were administered by the department. Heirs of 18 estates valued at Rs.7,940-1-7 were traced and paid back their money. The year closed with a deficit of Rs.15,185-11-3.

247. From the Assam Tea Estates, 26,083 persons were recruited for both the valleys of Assam as assisted emigrants and members of their families. Recruiting cost per head was Rs.63-15. The monthly earnings of a labourer on the valleys, on an average, were Rs.7-3-5 for men, Rs.5-13-7 for women and Rs.4-4-7 for children. The earnings were somewhat less in the Surma valley. The total actual receipts during the year amounted to Rs.68,911 and the total expenditure to Rs.86,532.

45. Government Printing and Stationery

(See *the Report of the Department of Printing and Stationery for the year* 1937-38.)

Press finance

248. For the first time in the history of the press, its receipts exceeded ten lakhs. The cause of this phenomenal increase was the printing of notices under the Encumbered Estates Act. Advertisements brought in over six lakhs. Sale of Gazettes, etc. brought Rs.43,316. The total expenditure was Rs.32,083 in excess of the estimates and Rs.1,61,235 in excess of the last year's figure. The total cost of the work done was Rs.12,96,027. The amount of work done increased in all departments except in the Departments of Justice, Police, Public Works Department (Irrigation), Agriculture, Forests and Board of High School and Intermediate Education.

Stationery

249. Rupees 7,09,782 was spent on the purchase of stationery articles, including Indian-made articles worth Rs.6,31,809.

The *Gazette* consumed no less than 62,512 foolscap folio pages. This was the largest number of pages ever printed in India for a single periodical.

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